

TASK FORCE RECOMMENDED



REGIONAL CENTER PLAN

**CITY OF TIGARD, OREGON
SEPTEMBER 1999**

WASHINGTON SQUARE REGIONAL CENTER PLAN

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CITY OF TIGARD

SEPTEMBER 1999

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I. BACKGROUND

In 1995, Metro Council adopted a visionary plan for regional development. The 2040 Growth Concept describes strategies that make the most efficient use of urban land in the face of dramatic population growth. The 2040 Growth Concept will help the region create and preserve livable neighborhoods, and promote a useful, accessible, free-moving transportation system with a wide variety of convenient transportation choices.

One of the key elements of the 2040 Growth Concept was the designation of regional centers. These are areas containing concentrated commerce, local government and retail services, and housing served by high-quality transit. The Washington Square area is one of three regional centers in Washington County and one of eight in the metropolitan region.

The center of the Washington Square study area is Washington Square Mall, a major regional retail center. Office complexes at Lincoln Center and Nimbus provide commercial and financial support to the region. Currently, the area supports 18,000 jobs. About 5,000 people live in approximately 2,300 housing units within the area.

The 2040 Growth Concept resulted from extensive regional discussion about the future of the Portland metropolitan area. Once the Growth Concept

was adopted, Metro working with the local jurisdictions, developed and adopted the Urban growth Management Functional Plan in 1996. Local citizens and governments were then charged to determine the best way to create regional centers given the values, interests and needs of residents and businesses.

This regional center plan summarizes the results of a thorough public discussion about the future of the Washington Square study area. It demonstrates the way the people of Tigard and Washington County incorporated their expectations for the future into the regional framework plan.

The resulting work creates an exciting vision of a dynamic, compact and interconnected community. The Washington

Square Regional Center Plan acknowledges and promotes the important role that this area plays in Portland's metropolitan area and its position as a regional resource. It also recognizes the distinct development patterns and functions already estab-

OVERALL VISION

- **The Washington Square Regional Center is a vital regional center serving the needs of Washington County residents**
- **preserve residential neighborhoods**
- **offer an innovative transportation service that makes it easy for people to reach their destinations**
- **focus on Washington Square Mall as a community resource**
- **feature a linked greenbelt of parks and open space easily reached by residents and employees**

lished within the planning area, and suggests ways to build and enhance each district's unique characteristics.

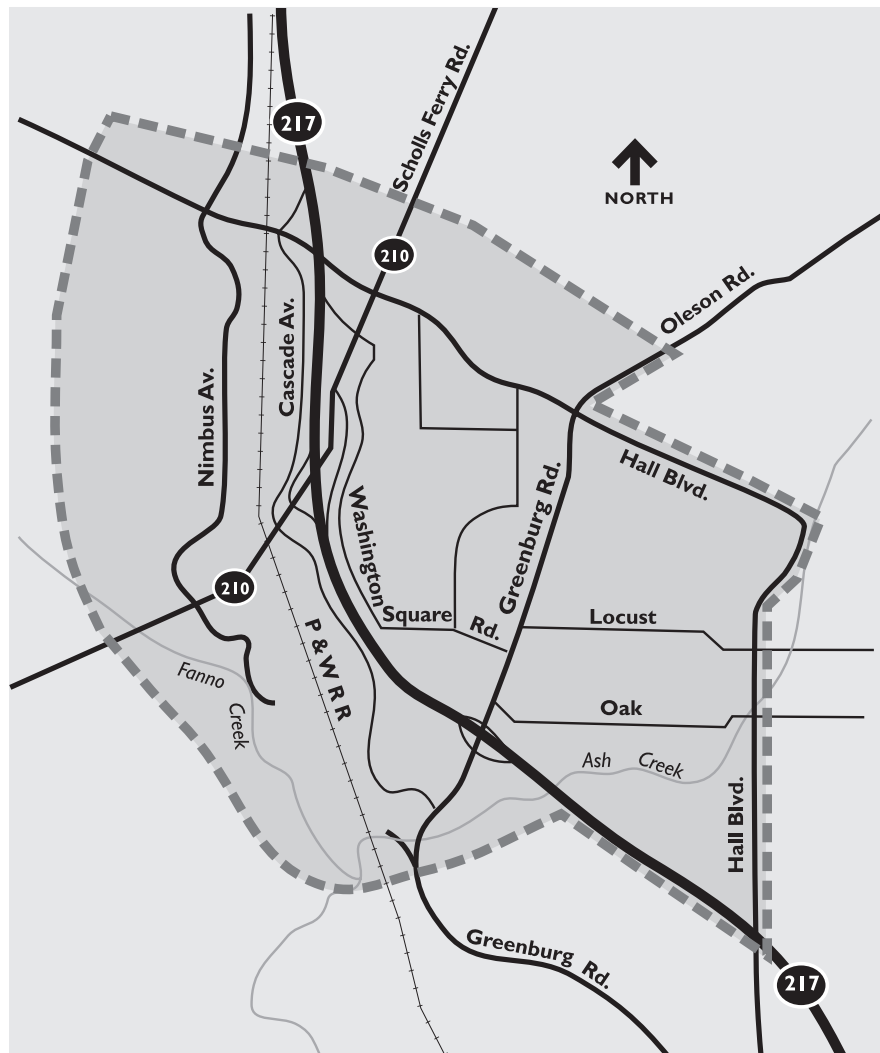
Residents of high density neighborhoods will have easy access to nearby jobs, essential services and tremendous retail resources. Highway 217, the major freeway that bisects the study area, will be bridged by overpasses, allowing pedestrians and bicyclists, as well as cars and transit, to move back and forth between destinations.

Improved transit — include a “people mover” serving a commuter rail station — will enhance circulation within the area and help the center accommodate more people and develop-

ment while maximizing the efficiency of space required for parking and circulation. A green belt of parks and open space — linked by bike and pedestrian trails — will ensure residents and employees a nearby respite from the more intense urban landscape.

Members of the Washington Square Regional Center Task Force are proud to present this vision of the

future to the people of Tigard, Beaverton and Washington County who rely on this vital district for housing, employment, shopping, entertainment and essential services.



Study Area

2. PROCESS AND STAKEHOLDER PARTICIPATION

Within the context of Metro's 2040 Growth Concept and the Urban Growth Management Functional Plan, local governments in Washington County initiated a study of land use, transportation and other functions around Washington Square.

After considerable discussion, a citizen task force (described below) reached consensus that the Wash-

ington square Regional Study area would include 1,250 acres, with Washington Square Mall approximately in the center. The area is bounded generally by Fanno Creek on the west, SW Greenburg Road and Hall Boulevard on the east,

Progress Downs Golf Course to the north, and Highway 217, including the Ash Creek area on the southern border.



Task force members reached consensus during 17 meetings over more than a year.

TASK FORCE

In 1998, the Tigard City Council appointed 23 people to serve on the Washington Square Regional Center Task Force. Task force members represent neighborhoods, schools, business and property owners, state and local governments and public interest groups. (Please see the title page of this document for a complete list of task force members.)

The task force's charge was to identify issues and set general policy for recommendations about land use, transportation, open space, aesthetics and other issues relevant to development around Washington Square. Task force members kept in close contact with the organizations or neighborhoods they represented to inform others about the process and opportunities for participation. They reported on the concerns of their constituents at task force meetings.

The task force met 18 times between June 3, 1998 and August 24, 1999. All meetings were open to the public. Early in the process, members and consultants took a bus tour of the study area and reviewed areas of interest and concern.



Open house in Washington Square Mall, one of three public meetings held

The task force reached all agreements by consensus. The group agreed on decisions after extensive review of technical data, public input from open houses and surveys, and discussion by task force members and others in attendance at task force meetings.

A Technical Advisory Committee (TAC) worked closely with the consultants throughout the process. TAC members represented staff of local and state government agencies that will be responsible for implementing the recommendations. Jurisdictions include the cities of Tigard, Beaverton, and Portland, Washington County, the Oregon Department of Transportation, Metro and Tri-Met.

PUBLIC INVOLVEMENT

A continuing task force goal was to engage as many people as possible in the planning process. To that end, the task force, consultants and staff undertook a comprehensive outreach program.

They produced brochures and flyers distributed by task force members and inserted in newspapers and community newsletters. These products informed the community about the progress of the study, reported on issues arising at task force meetings and notified the community about public involvement opportunities.

The task force hosted three public open houses, with a final one scheduled for September 15, 1999. The meetings were held:



Three public open houses were hosted by the task force.



Members of the community provided written questionnaires at the open houses.

- **September 28, 1998** — 10 a.m. to 4 p.m. Approximately 200 people dropped by during this two-hour meeting, and the staff received 81 written questionnaires from those in attendance. **September 28, 1998** — 6 p.m. to 8 p.m., Metzger Elementary School. Approximately 200 people attended, and staff received 160 written questionnaires from those in attendance.
- **March 8, 1999** — 5:30 to 9 p.m., Tigard Water Building. Approximately 90 people attended, and they returned 32 written questionnaires.

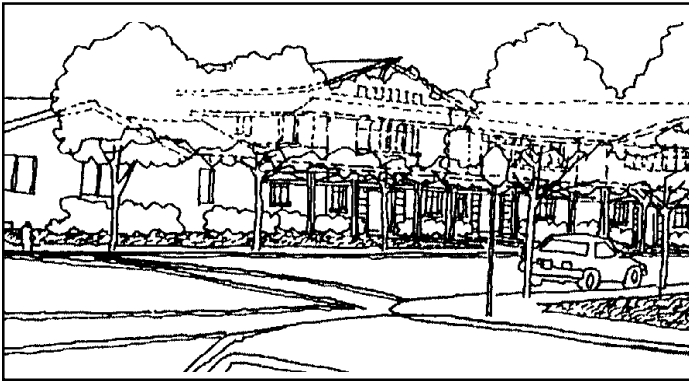
A list of written responses and other relevant documents from the public involvement process is included in the appendix to this document. The documents are compiled under separate cover.

GUIDING PRINCIPLES

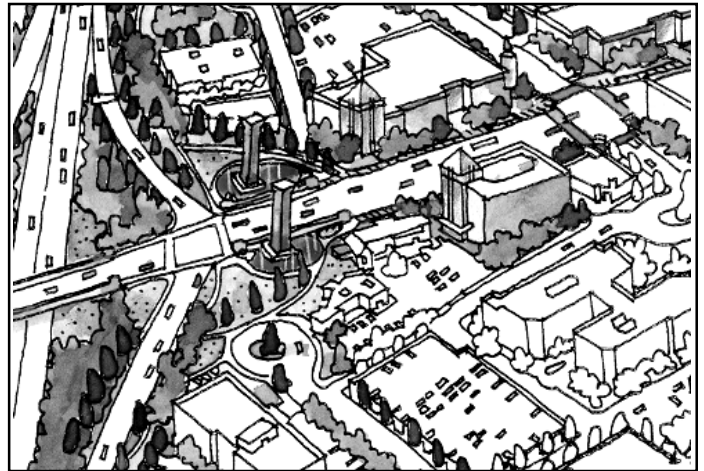
In March of 1999, task force members agreed on a set of principles that would guide development of all recommendations. These principles, which had been affirmed previously by members of the public at a series of open houses, are as follows:

Creation/Preservation of Area Identity

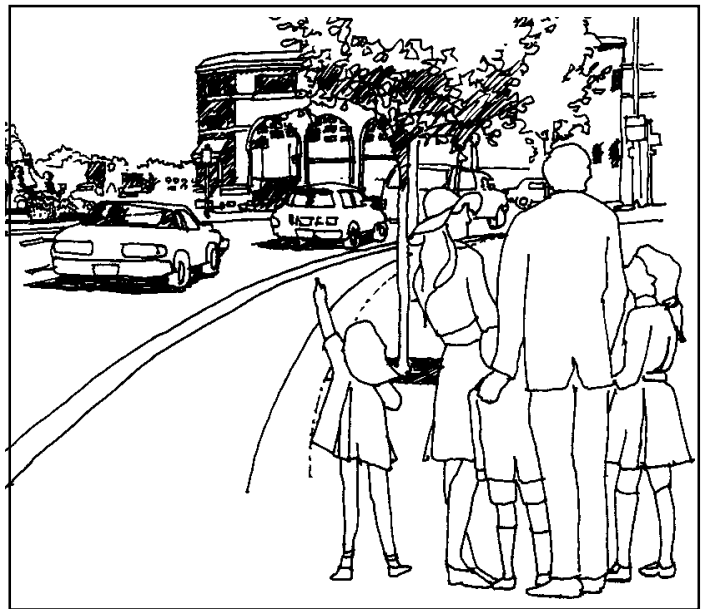
- Reinforce a distinctive regional center while recognizing and respecting the character of the nearby residential community.



- Retain and develop quality housing, including affordable housing, for all income levels.

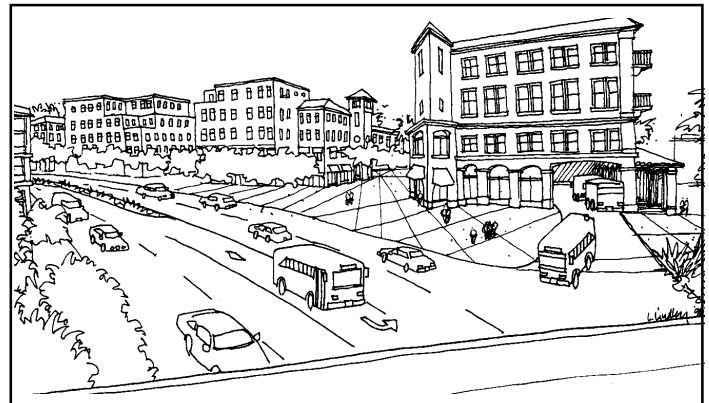


- Facilitate transitions from one use to another; for example, single to multifamily residential uses.
- Preserve and enhance Metzger Park and consider additional parks.
- Encourage environmentally-friendly development.
- Try to keep historic trees.



- Build for our children: have a sense of stewardship.

- Think creatively and be innovative in improving/maintaining quality of life.
- Consider market forces and development patterns.



- Consider transportation needs for the whole study area.

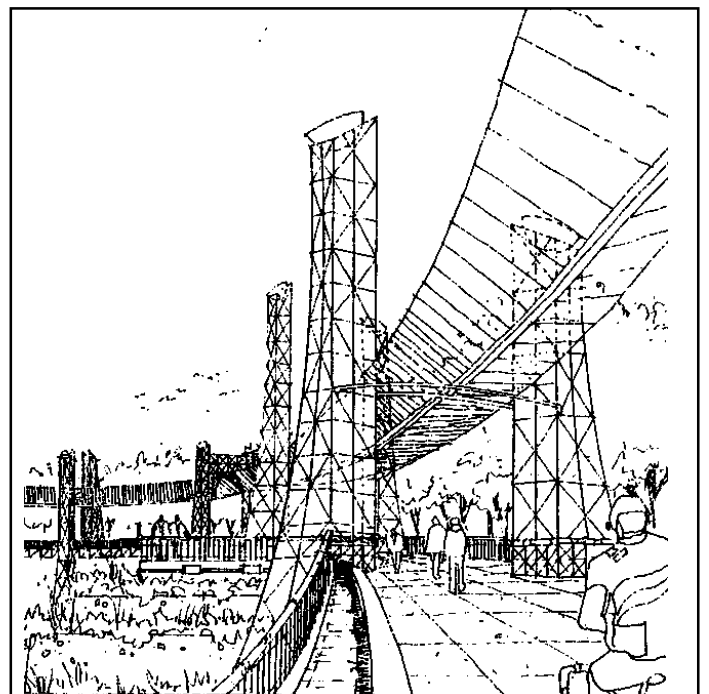
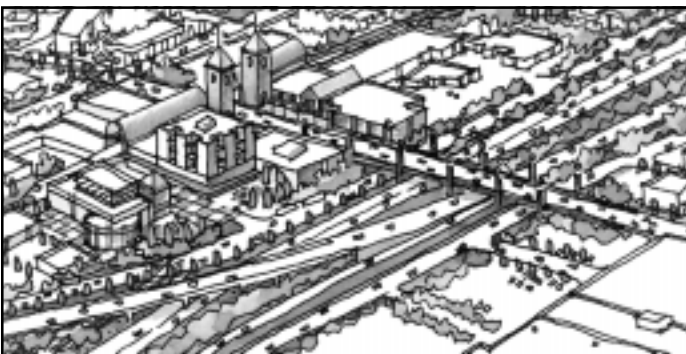
- Maintain and preserve floodplains and wetlands.

Government/Institutional Issues

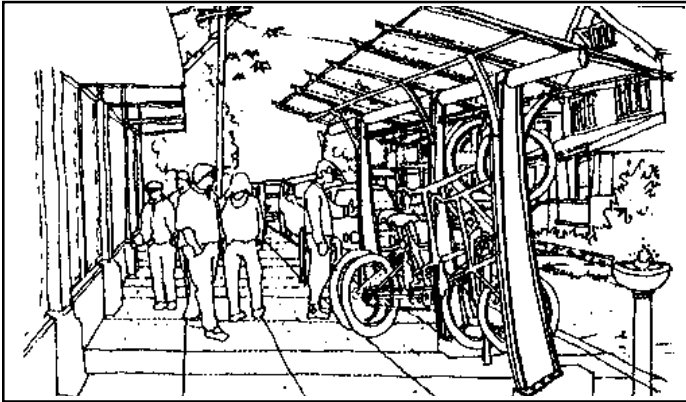
- Consider all political boundaries and facilitate cooperation among jurisdictions.
- Maintain neighborhood schools.
- Identify and reinforce what makes the learning (educational) environment viable.

Transportation

- Strive for a self-sufficient, connected transportation system.



- Plan for a multi-modal transportation system that accommodates increased auto and non-auto travel needs.
- Respect and enhance local street networks and neighborhood livability.



THE REGIONAL CENTER PLAN SHOULD:

- Maintain an acceptable level of service and safety on regional roads, minimizing the effect on regional roads outside the study area.
 - Provide good transportation access to the rest of the region.
 - Make the community accessible for all people and modes with connections for cars, bikes, pedestrians and transit.
 - Maintain a high level of accessibility within and to the regional center.
 - Use appropriate street and streetscape design.
 - Encourage attractive, high quality development.
 - Promote long-term viability for the area. Assure infrastructure is available prior to or with development.
- Be understandable to lay people.
 - Be implementable within a reasonable, staged period of time.
 - Help develop a sense of community with a common vision, hope and optimism.
 - Be based on statistics and facts for population, employment and other factors.
 - Use existing resources as much as possible.
 - Encourage compatible and complementary uses.
 - Contain solutions to common problems.
 - Avoid conflict with other regional centers.

3. REGIONAL CENTER DEVELOPMENT PLAN

REGIONAL EXPECTATIONS AND GROWTH TARGETS

Metro's 2040 Urban Growth Management Functional Plan established what it called "target growth capacity" for each jurisdiction in the region. The target figures are identified both by jurisdiction and, more narrowly, for mixed use areas in each jurisdiction. The goal of setting these target numbers is to prepare the metropolitan region for anticipated housing and job growth.

Working from a variety of options and proposals, the Regional Center Task Force cre-

ated a desired development scenario for the year 2020 aimed at ensuring the Washington Square study area's capacity to absorb its share of regional growth. The task force used the 2040 Plan's target numbers as a basis for creating development scenarios for the City of Tigard. The final numbers are larger than those indicated for Tigard alone, recognizing that the study area includes parts of Beaverton and unincorporated Washington County.

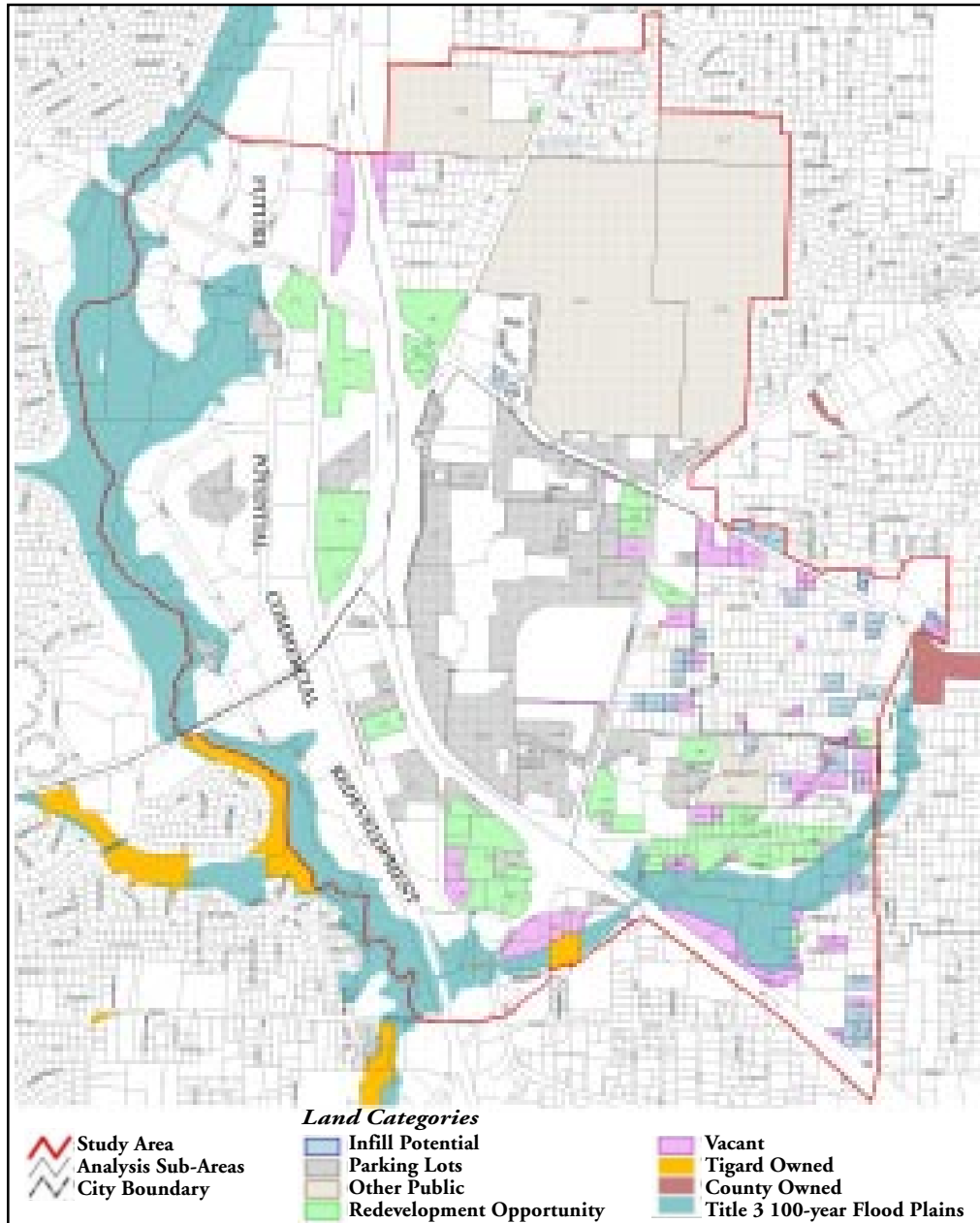
Before looking at projected growth in the



area, it is important to have an idea of existing job and housing concentrations. Currently, about 5,000 people live in approximately 2,300 housing units within the 1,250 acre planning area. About 18,000 people work inside the study area, which also has heavy retail and commercial development.

Total Employment: 9,804 jobs
 Retail/Service: 1,188 jobs
 Office: 8,436 jobs
Housing: 1,500 units
 Residents: 2,530 people

Regional center planning was based on transportation and development capability and the area's capacity to absorb the following minimum targets within 20 years:



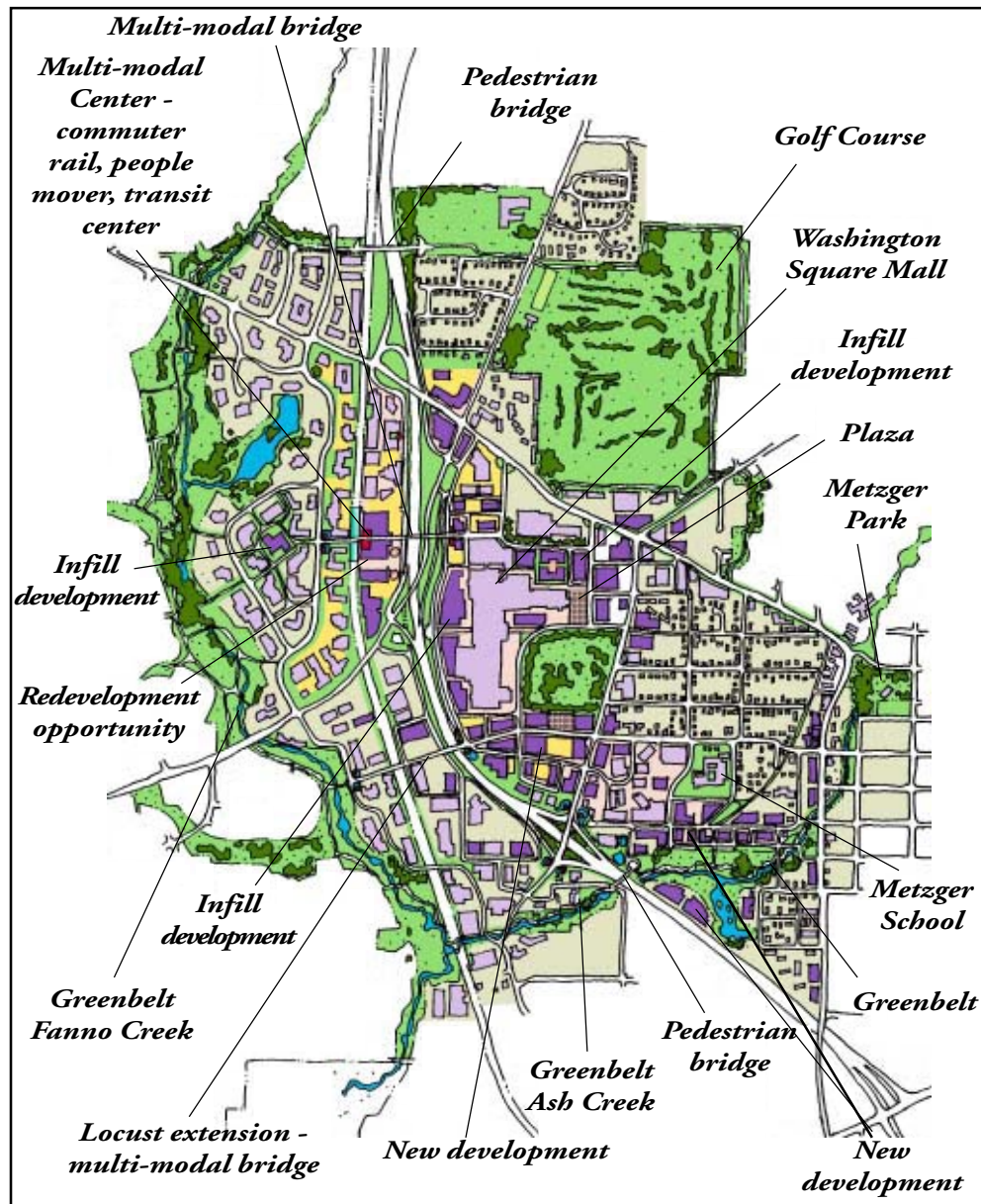
Buildable Lands

The Washington Square Regional Center Task Force based its work on the region's growth assumptions plus the estimates of new development necessary to accommodate this growth. The Task Force also considered lands which should be preserved in their natural or enhanced state, such as wetlands, stream corridors and flood plains. Opportunities for development on vacant land, infill on under-utilized properties such as surface parking lots, and redevelopment possibilities were also considered.

Research indicates that 227 acres could potentially accommodate new development within the study area. This includes 42 vacant commercial acres and 17 acres available for residential infill; 129 acres with redevelopment opportunities; and 38 surface parking lots that could be built upon.

From this information, task force members identified where within the study area growth should occur; what new development should look like; and what infrastructure would be necessary to preserve and enhance livability throughout the district.

The following pages describe a vision of planned growth for the entire regional center and in each of the five districts of the Washington Square Regional Center study area. The visions are intended to help the region absorb growth while respecting the values, expectations and choices of Washington County residents, employees, businesses and property owners.

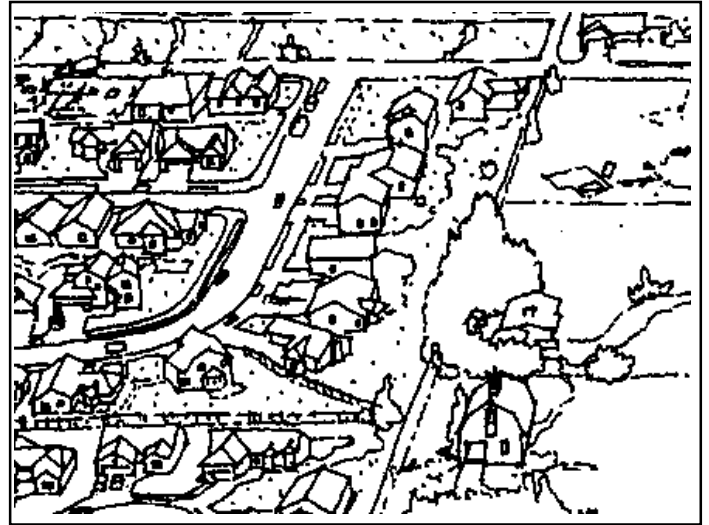
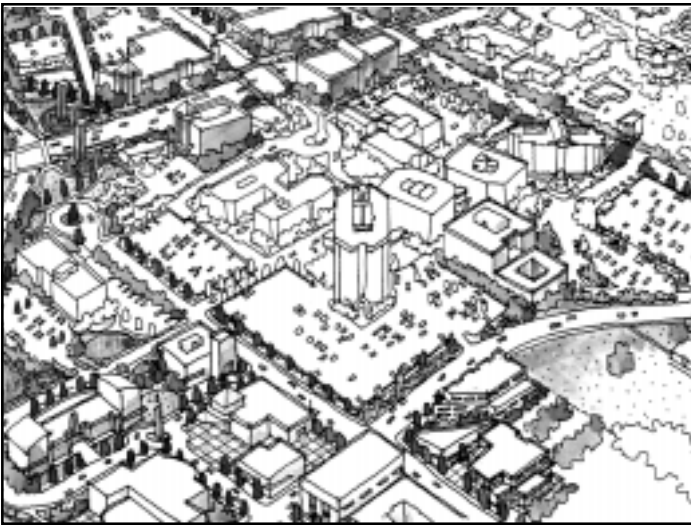


Development Concept

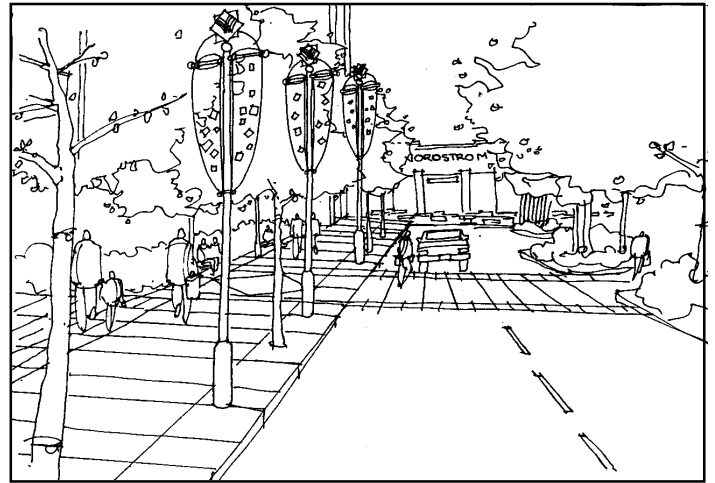
OVERALL VISION

Many of the basic elements of Washington Square Regional Center are already in place. The area contains one of the state's largest and busiest retail centers; extensive job development in one-story and taller office buildings; and an established residential neighborhoods served by schools and parks.

The task force based its work on Metro's 2040 Growth Concept and Functional Plan guidelines, guiding principles adopted by the task force and recognition of existing conditions, to create an overall vision that calls for:

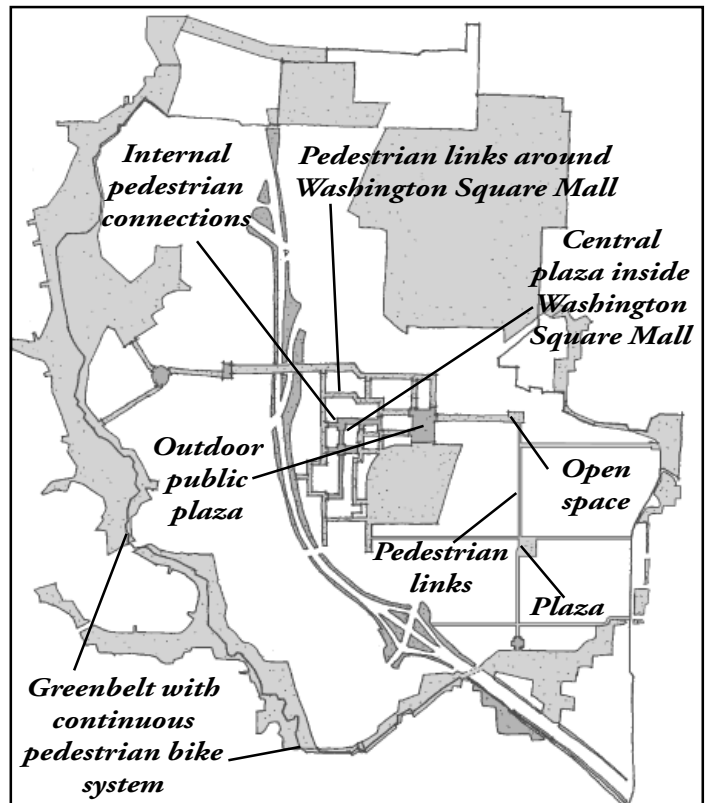


- a vital regional center serving the needs of Washington County residents for employment, housing, shopping and professional services;
- preservation of residential neighborhoods with some infill of single family and duplex housing where appropriate;



- a focus on Washington Square Mall as a community resource with public space for non-retail purposes; and

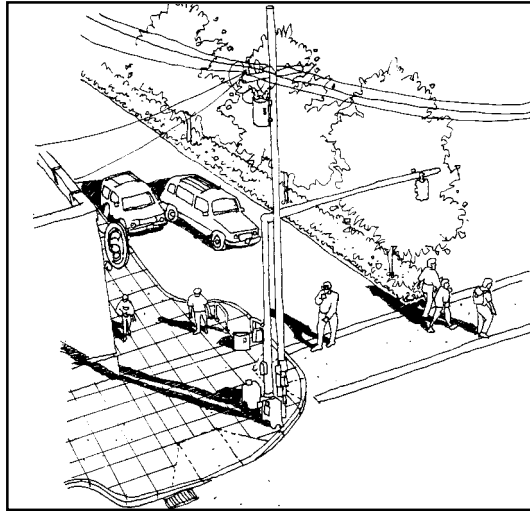
- an innovative transportation system that makes it easy for people to reach their destinations in, out and around the district by auto, rail, conventional transit, shuttles, vans, bicycle, commuter rail, people mover shuttle vans and on pedestrian pathways, with an emphasis on connecting the districts within the regional center;



- greenspace and parks easily reached by residents and employees inside the area.

URBAN DESIGN CONCEPTS

The previous section describes briefly the vision for Washington Square as a regional center. The following paragraphs summarize some of the major themes that drove development of specific design concept elements. These are based on the guiding principles established by the task force early in the process. They reflect specific issue areas and the way the various geographic districts within the regional center will interconnect.



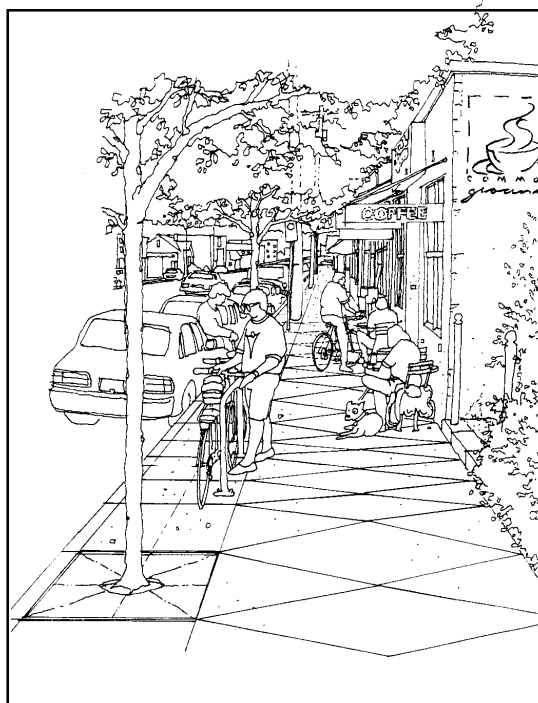
Pedestrian oriented streets

Parks and open space. An open space network preserves and enhances floodplain, wetland and wildlife habitat areas while creating a green belt around the regional center. The plan calls for acquisition of land for new parks; preservation of Metzger Park and links to destinations in and around the open space by paths and pedestrian-oriented streets; and preservation of Metzger School as a community resource.

Environmentally-friendly development. Development will be designed on a human scale and preserving open space, wetlands and floodplains. The highest density development will occur around the mall and

Lincoln Center. Densities will decrease toward the residential neighborhoods near the outer edges of the study area. Design will encourage open spaces and streets to create a livable and friendly community environment.

Private property considerations. New land designations will offer property owners flexibility to transition to higher densities and better uses while allowing existing uses to remain. New streets will be located on property lines wherever practical. Street planning will try to avoid creation of parcels that will not be economical to develop.



A livable and friendly community environment

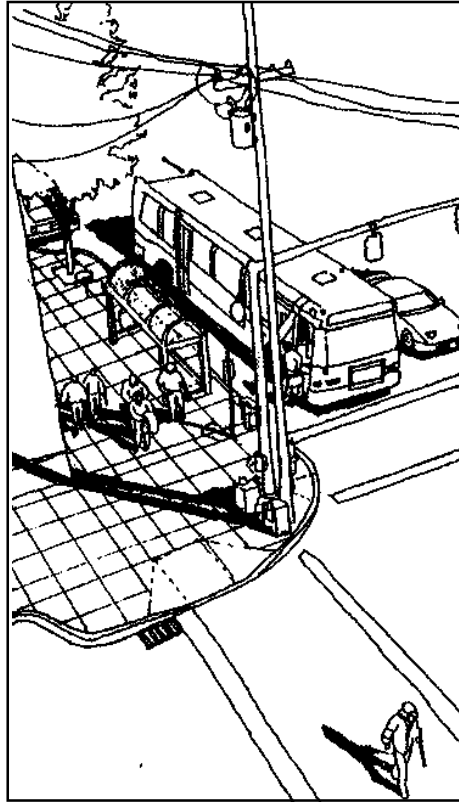
Regional/neighborhood characteristics. The regional center contains a continuum of uses, from surrounding residential areas to the densely developed commercial and employment center. New mixed-use zoning designations encourage each district within the study area to evolve in a way that is relevant to its particular context, while supporting a combination of housing, commercial, retail and employment uses. This mix will contribute to the vitality and create desirable places to live and work.

Innovative features. The design concept calls for a greenbelt, new mixed-use zones, a people mover system, bridges and other links between parts of the study area. All of these will contribute to an enhanced quality of life by encouraging new developments to integrate with the heritage and fabric of the existing community.

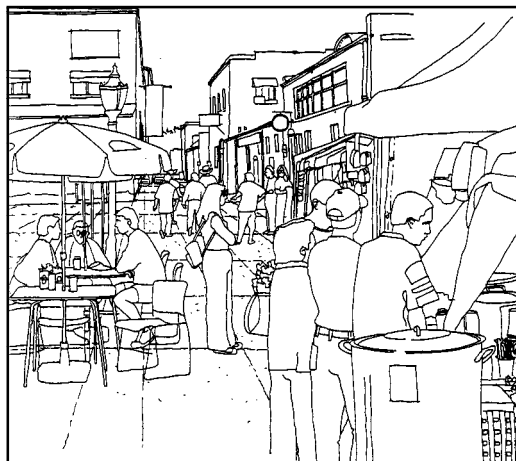
Housing. The design concept encourages a variety of housing types, including single family detached, duplexes, fourplexes, rowhouses and new multi-family developments. Good bicycle, pedestrian and transit connections and a mix of land uses ensure convenient links to services and employment.

Transitions. Building heights, floor area ratios and building design guidelines will encourage workable transitions between different land uses. Vegetation, setbacks and other design elements will create a protective buffer between development and environmentally sensitive areas.

The Mall. Washington Square Mall is an important regional facility and will be a focal point of the regional center. The mall will become even more of a commu-



Good bicycle, pedestrian and transit connections assure convenient links to services and employment.



Mixed-use projects add to the area's vitality with more people in buildings and on streets more hours every day.

nity resource, with better pedestrian, bicycle and transit connections to the rest of the regional center and other parts of the region. New plazas and entertainment features will reinforce its function within the larger area. Better auto and pedestrian access will also link the mall to retail opportunities across 217.

Mixed-use development. Mixed-use development is an important feature of the regional center. Mixed use projects may include a variety of retail, office, housing, light industrial and entertainment facilities. Such projects reduce stress on transportation systems by allowing people to live close to jobs, services and entertainment. Mixed-use development also creates shared parking opportunities. Mixed-use projects add to an area's round-the-clock vitality with more people in buildings and on the streets more hours every day. First floor retail and food establishments add charm and interest to office and residential buildings. New zoning regulations will facilitate mixed-use development. However, financing for such projects may be more challenging to find than for conventional developments.

Transportation and infrastructure. Achievement of the vision set forth in this document relies on significant infrastructure investment and a regional commitment to financing needed projects. Transportation improvements are essential to accommodate anticipated growth. This includes better auto access and creating a truly multi-modal transportation system that promotes use of bicycles, transit and pedestrian transportation. Infrastructure to manage stormwater and control flooding is also essential to the regional center's future. Parks and open space are other infrastructure features that are supported by a parks master plan.

Market forces and development patterns. When creating a far-reaching plan for an emerging community it is essential to balance fiscal realities with visionary thinking. Local governments and community members recognize that property owners and developers require realistic returns on investments if they are to build in a way that will accommodate the growth anticipated for this area. When implementing the framework plan, local governments must avoid excessive development regulations that will stifle new construction. Communities must use creative strategies to prevent and remove obstacles to the type of development necessary to create a vibrant regional center.

During implementation, local governments will work with property owners to set aside land for parks and open space. These areas will offer residents and employees balance in urban living with easy access to enjoy nature, sit quietly or engage in active recreation, offsetting the intensity of urban developments.

The following sections discuss the way the vision and guidelines have been translated into specific recommendations.



Open space provides balance in urban living.

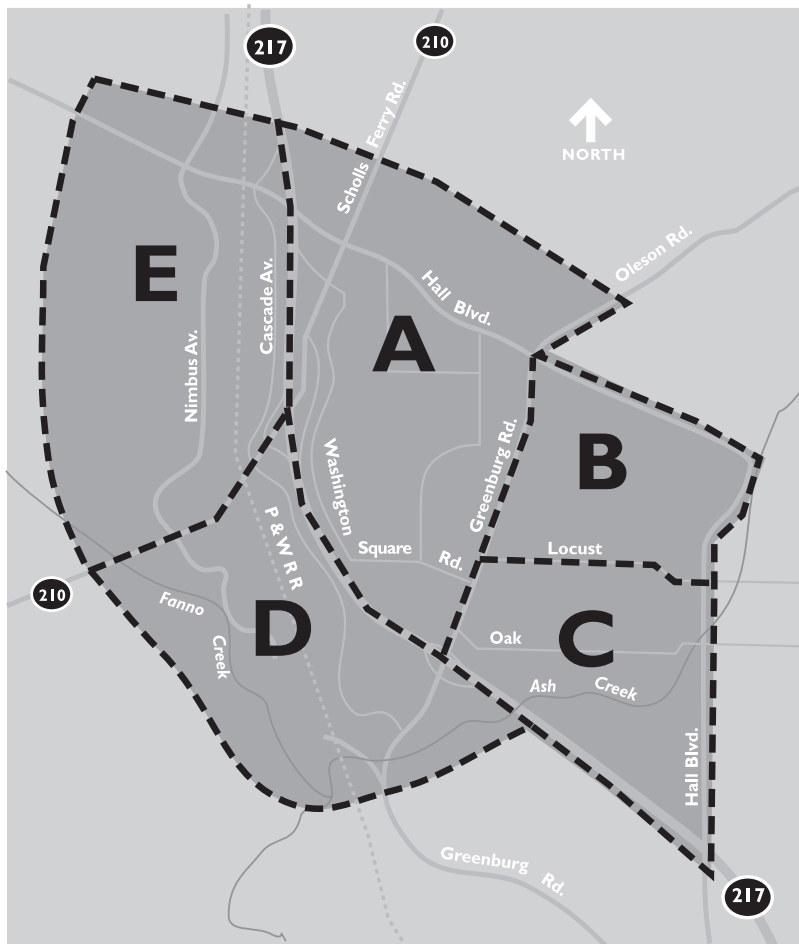
URBAN DESIGN BY DISTRICT

On the 2040 Growth Concept map, the Washington Square area is designated as a regional center in which orderly new development and redevelopment would serve many functions for Washington County residents. In reviewing existing land uses, the task force recognized that the area designated “Washington Square” is actually five distinct districts: The commercial core and the golf course; the primarily residential Metzger neighborhood; the office and financial area around Lincoln Center and Ash Creek; and two areas of flex-office and light industrial development generally referred to as Nimbus and Fanno Creek. Although the Nimbus/Fanno Creek district is essentially the same in character throughout, the Task Force viewed it as two separate districts, as one is within the City of Tigard, the other within Beaverton.

Each of these districts has a unique character, and each serves an easily identifiable function within the community. The task force’s charge was to preserve the existing characteristics of these districts while allowing and encouraging appropriate new or redevelopment. The task force recognized the need to learn more about the interactions of these

different neighborhoods and improve the social, economic, infrastructure and transportation links between them.

The following paragraphs describe the task force’s vision for future development of each district, recognizing the importance for them to function together to create an efficient regional center.



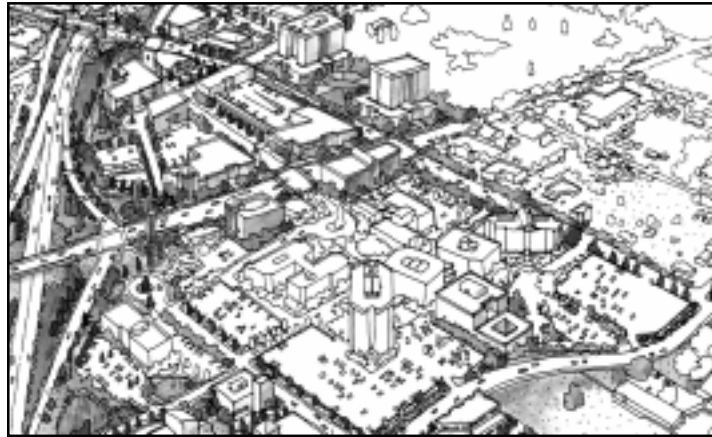
Districts within the study area

DISTRICT A: THE COMMERCIAL CORE AND GOLF COURSE

Washington Square is noted throughout the Portland region for the Washington Square Mall and other dynamic retail development. The framework plan calls for the 895 acres including and immediately outside the mall and encompassing both sides of Highway 217 to accommodate the highest densities of the five districts.

In addition to the mall and existing retail development in this area should include office towers housing many new jobs and high density, four to five-story residential

One of the urban design elements that can contribute to an enhanced feeling of community in this part of the study area is an emphasis on open space and pedestrian amenities that balance increased density. The mall itself may provide an opportunity for developing a new public plaza that offers a place to rest, sit, read, have lunch or visit with friends. In addition, the urban design concept calls for expanding the existing plaza next to the transit center and better linking all the pedestrian



Concept sketch showing structures, new arterial and infill development



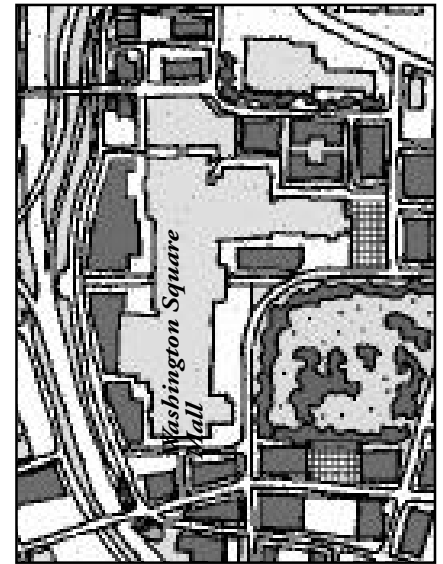
Typical mid-rise office and commercial development.

buildings. This district will be highly urbanized, with significant transit, pedestrian and bike improvements, as well as enhanced traffic access and circulation.

Today, this district contains nearly 89 acres of surface parking, of which 22 have been identified as potential

areas inside the mall area.

The task force also has proposed creating an entertainment area within the commercial and retail core. Cinemas along the freeway would be coupled with a viewing area at the mall's highest point.



Development concept.

infill locations. These lots represent the single greatest opportunity for new development in the district.

District A also includes the Progress Downs Golf Course. The task force recommends working with the community to develop a pedestrian path connecting to neighborhoods and ultimately linking to other open spaces on the district's periphery.



DISTRICT B: METZGER

The Metzger area is an established residential neighborhood located east of Greenburg Road and north of Locust Street. Hall Boulevard is the district's northern and eastern boundary. The task force agreed that Metzger should remain primarily residential, with infill complementing existing uses. Densities would increase approaching the district's west end to create a transition toward Greenburg Road and the very high density mall area.

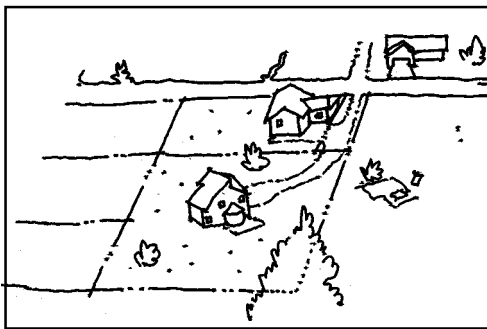


Metzger is an established neighborhood comprised of single family homes and undeveloped parcels on narrow streets. Higher density residential developments are occurring around the edges of the neighborhood.

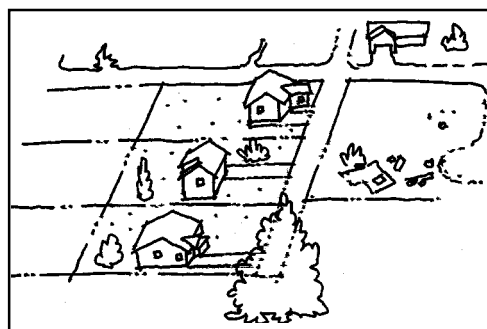
New building would consist of single family units and duplexes. Small apartment or condominium complexes could be built along the periphery of the district on Greenburg Road and Hall Boulevard.

Retail development to meet the needs of immediate neighborhood residents will be housed in two-story mixed-use buildings. New buildings provide parking at the rear to preserve the pedestrian orientation of local streets.

Metzger should be a neighborhood that supports children and families. Metzger School and play fields will remain and be enhanced as an important neighborhood asset. Metzger Park, although not in the study area, will continue to provide open space and recreation facilities for Metzger residents.



Inefficient development can place greater pressure on surrounding lands.

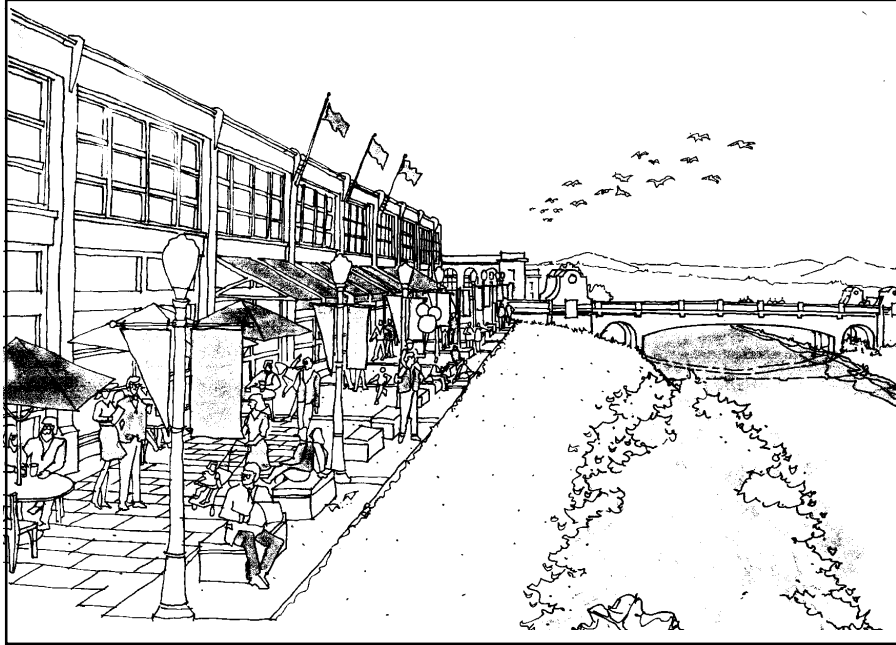


A simple layout can provide maximum potential without crowding.



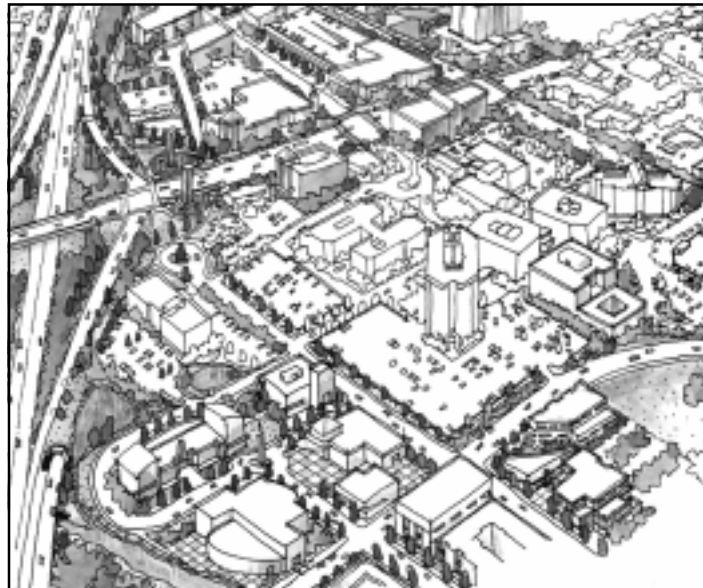
DISTRICT C: LINCOLN CENTER - ASH CREEK

Lincoln Center is characterized by office development. It is an employment center housing many professional services and commercial enterprises. Immediately adjacent to this office park and south of Locust is a mixed-use residential and commercial area that has the capacity to house more people and provide more jobs and services.



Ash Creek District is planned to absorb the highest mixed use and office densities outside of the retail core.

The task force envisions the current nature of Lincoln Center to continue — with more of the same. It will expand on its role as a commercial and financial resource to Washington County, with construction of new buildings four stories or higher. Retail facilities will arise along Greenburg Road in one or two-story mixed-use



Southwest Half of Ash Creek District showing Lincoln Center and future potential development

buildings. Shops and restaurants will serve office workers.

South of Locust, the emphasis will be on residential development at a density of about 100 units to an acre. The residential neighborhood, which will be somewhat less dense than the office development, will become a transitional area ap-

proaching Ash Creek and the projected green belt that will surround the district. Plantings, setbacks and other mitigation and enhancement techniques will buffer Ash Creek and adjacent sensitive areas from disturbance. Wetlands and floodplains, already protected, will become a part of a district-wide open space configuration.



DISTRICTS D & E: NIMBUS - FANNO CREEK

Districts D & E function as one neighborhood. They have been given different district designations because they lie in two different jurisdictions: Tigard and Beaverton. The main development features in this area are one-story light industrial and office buildings created to accommodate Washington County's high tech industry and related services. Densities here should be increased to a moderate density scale, and this part of the study area should remain an employment center. The task force believes that many of these buildings have the potential to be redeveloped into more efficient and taller office and mixed-use facilities to accommodate more jobs. The districts have capacity for new four-story office buildings as well as some residential development.

The corridor along 217 through these districts will continue to attract retail development.

A key to making the best use of this district will be enhanced public transit. The task force strongly recommends creation of a commuter rail line and sta-

tion to serve this employment area and the regional center. A commuter rail station near Scholls Ferry Road would offer tremendous development incen-

tives, as well as improving access to this busy commuter district. The task force envisions the station as a mixed-use facility with bus transfer access to the people mover, outdoor plazas and a variety of amenities serving commuter needs.

An important aspect of development in this area is improved pedestrian, and transit access. The task force wants to reinforce and strengthen the districts' relationships with Beaverton and adjacent neighborhoods.

Fanno Creek and its delicate riparian areas lie at the outskirts of Districts D & E. In addition to enhancing pedestrian and bicycle access to Fanno Creek, design concepts for these districts call for careful buffering and sensitive land use planning to create an environmentally sensitive transition between some of the highest density development.



Commuter rail would improve access to this busy district.



A mix of commercial, retail and residential uses linked to a commuter rail station and a multimodal center





PRIVATE SECTOR INVOLVEMENT IN ACHIEVING THE VISION

To achieve the densities envisioned here, local governments will be responsible for making major infrastructure improvements that will support access in and out of the regional center, provide for greenspace, offer environmental protection, particularly flood control, and ensure other essential services.

The actual block-by-block build-out of the area, however, will be the responsibility of private developers. Market forces, financing and other issues will determine the extent developers redevelop existing land uses or fill in vacant land and parking lots.

To attract private investment, local governments and community members must be sensitive to the realities of the market place. Market conditions may affect the type and extent of development that is feasible at a given time. Furthermore, aggressive regulations intended to promote the vision, protect the environment, encourage transit use, etc., may

result in discouraging development. Local governments and community members must be prepared to work with the development community to ensure that property development remains an attractive investment within the regional center.

Successful build-out will rely on coordination between private developers and public service providers. If new development occurs before adequate infrastructure improvements are made, the district risks increased traffic and stormwater problems. Local governments should create timelines for infrastructure investment that can guide private investment.

The appendix to this document contains specific data about available acreage and infill and redevelopment potential. It also contains charts indicating recommended building heights and floor area ratios necessary to achieve specific job and housing targets.

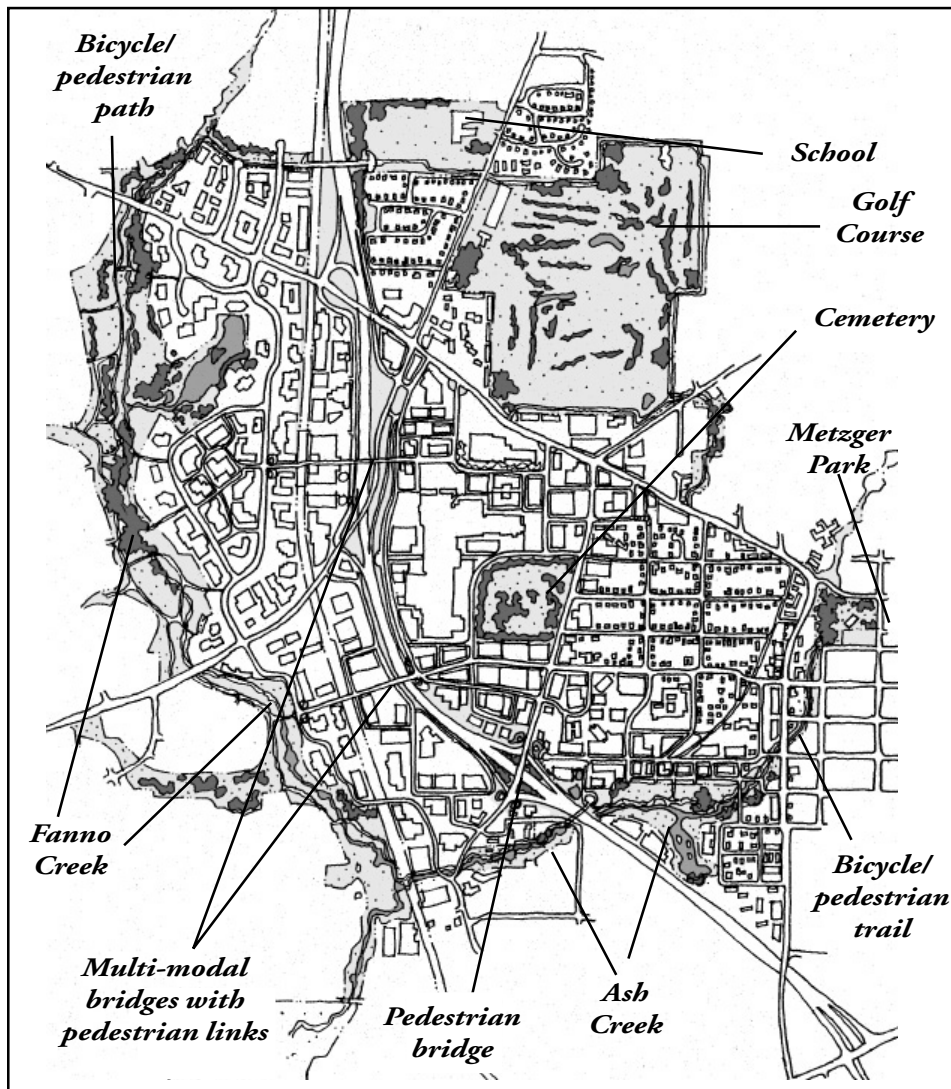
4. PARKS AND OPEN SPACE

Open space in any city significantly contributes to citizens' and visitors' quality of life. Open space includes parks, plazas, natural areas, wetlands, cemeteries, golf courses or landscaped spaces next to highways. These areas are not necessarily available for public access. However, all open space is intended to create a visual and physical respite from urban development. Parks and plazas create a framework for livability that knits places together into neighborhoods and communities. The Fen Way in Boston, a series of small and large parks linked by a stream with ponds and pools, enlivens the community and attracts visitors from all over the world. Golden Gate Park in San Francisco, Central Park and Battery Park in Manhattan, and the mall in Washington DC are examples of open spaces that profoundly influenced the development and livability of their surrounding cities.

The Washington Square open space system would provide

choices for residents, employees and visitors to bike or walk comfortably from place to place within the regional center, reducing the number of short trips in automobiles. Open spaces would also provide convenient access to transit, further reducing reliance on automobiles. This all adds up to less congestion and cleaner air.

Today is the time to establish these places. At no other point in the future will there be a better opportunity to create such a complete and lasting contribution to the livability and future of the Washington Square Regional Center. Establishing an interconnected open space system and a green belt around the center would potentially add property value and attract quality developments that ultimately will create a great place to live and work.



Open space map

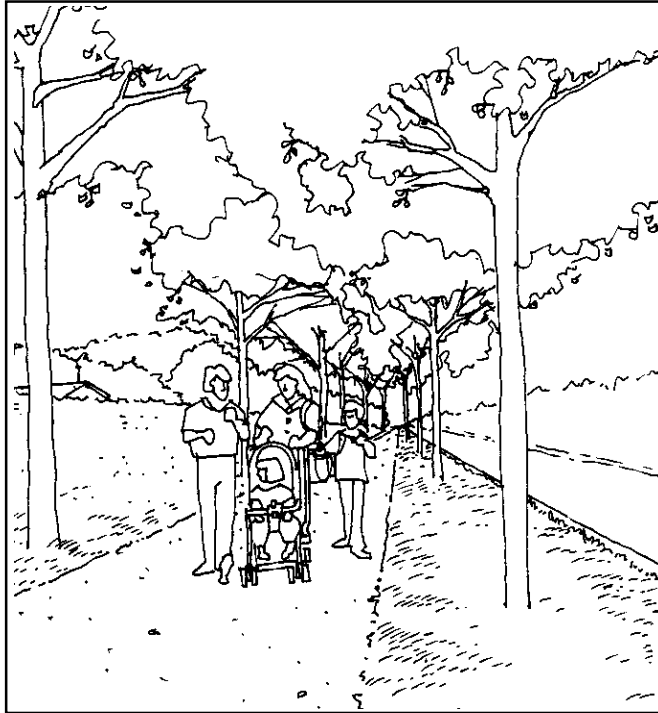
THE WASHINGTON SQUARE GREENBELT

Today, Fanno and Ash Creeks converge in the southwest portion of the study area near North Dakota Street and the Southern Pacific Rail Line. These two creeks flow through a variety of floodplain and wetland areas that wrap around the west, south, and eastern edges of the regional center study area. Progress Downs Golf Course, certain forested areas around Taylor's Ferry Road and Whitford Middle School create a "green link" around the northern edge. These form a natural greenbelt.

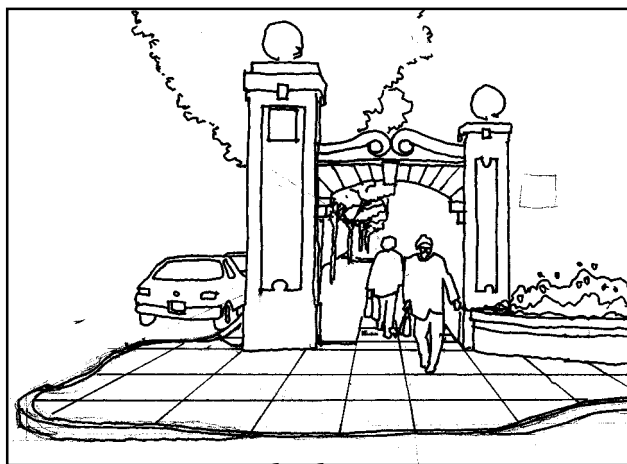
Much of the wetland and flood plain areas are on public lands. The City of Tigard manages park lands in the southern portion of the study area near where Fanno and Ash Creek join. Other wetlands are privately owned.

Within the western green belt lies an incomplete pedestrian and bike trail and park system that connects the neighborhoods between Scholls Ferry Road and Hall Boulevard with the Fanno Creek natural areas.

The task force targeted six to eight acres of wetland and floodplain areas in the south just north of Highway 217 for preservation as open space. These sensitive lands lie within an area that is envisioned to absorb nearly half of the regional center's projected residential growth. The task force also allocated another two acres of protected open space along Fanno Creek.



A path system would link recreation areas and park facilities.



A gateway marks the transition into a neighborhood.

The green belt exists today as an incomplete green space around the regional center. A continuous trail system would provide access and links to residential, employment and commercial districts and provide pedestrian and bicycle connectivity between destinations in the area. The path system would also link recreation areas and park facilities such as Metzger Park, Progress Downs Golf Course, Fanno and Ash Creek and Whitford Middle School play fields. Special treatments along Hall Boulevard and across Oleson Road connecting to the golf course are necessary for continuity.

A trail system around the edges of the golf course would provide pedestrian connections to the club house, Fanno Creek trail system, Whitford Middle School and to destinations across Highway 217. Pedestrian bridges across Highway 217 north of the Hall Boulevard overpass and south of Greenburg Road would complete the connections.

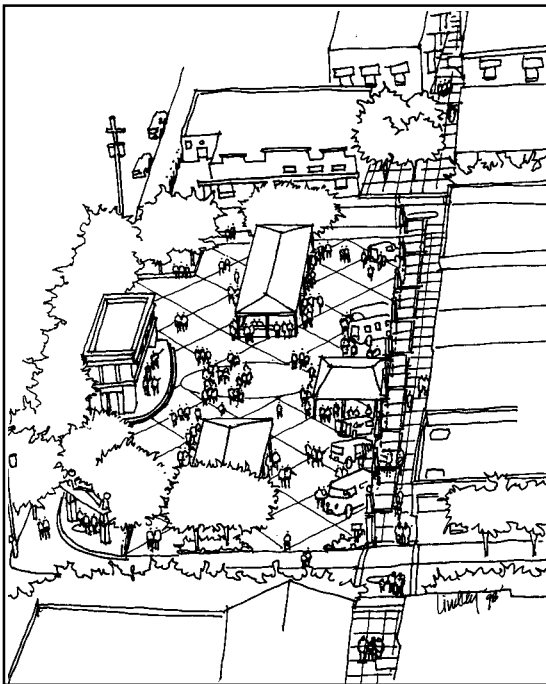
An internal network of open spaces, plazas, pedestrian oriented streets and access ways connect to the green belt creating ways for residents, employees and visitors to circulate throughout the center. Wash-



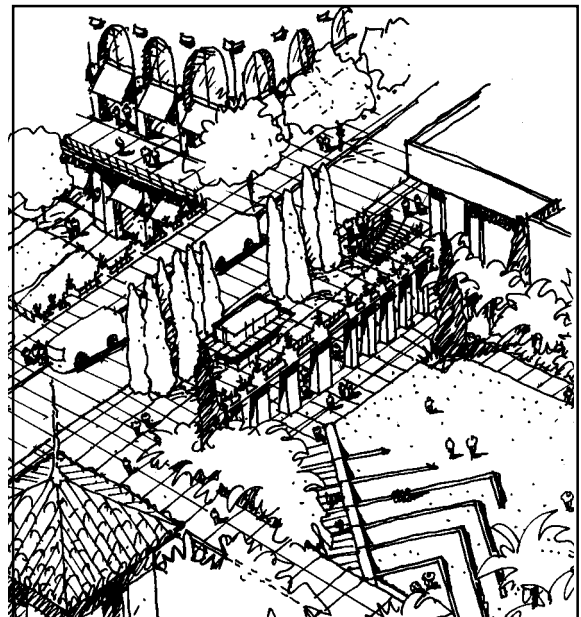
Public plazas are part of the open space network.

ington Square will become, upon completion of the open space network and path system, a walkable place with less reliance on automobiles.

The trail system requires special design to avoid sensitive environmental and habitat areas while providing places for people to sit and walk. Crossings over Fanno and Ash Creeks must be sited to prevent adverse impacts on wildlife habitat and wetlands. A native plant program should complement federal, state and regional requirements to create a model urban natural area that will benefit future generations.



Public plazas provide for a variety of activities such as a farmers market.



Plazas become part of the transportation system, linking pedestrians to transit service.

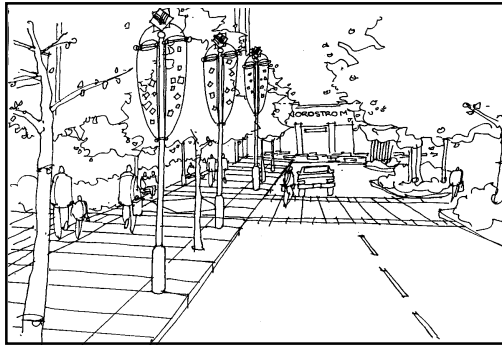
OPEN SPACE NETWORK

An internal open space network identifies parks, plazas, streets and access ways that provide choices for residents, employees and visitors to walk or bike throughout the regional center. Public plazas provide a variety of places for community events, farmers markets, festivals and other exhibits that help create a sense of neighborhood. Each of the plazas is linked to a system of pedestrian-oriented access ways and streets and is connected to the internal pathway system in the mall. Public plazas would be located at the commuter rail station, in the center of and at the east end of the Washington Square Mall, and in the south end near Ash creek.

The illustration above shows connectivity through the mall by enhancing pedestrian promenades between anchors. The pedestrian system also provides convenient connections and frequent service to the people mover and transit routes.

PARK USES

Active community use parks would be located at Metzger Grade School, Whitford Middle School and in two other locations: in the Fanno Creek and Ash Creek corridors. These parks would offer active uses such as playgrounds, soccer, little league baseball, softball,



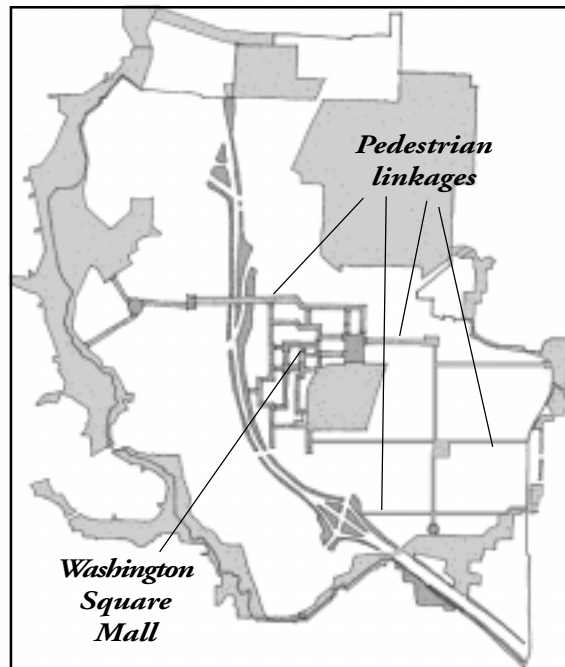
Pedestrian promenades between major anchor stores provide connectivity through Washington Square Mall.

tennis and model boating. They would connect to other parts of the community through the open space network. This version of park development is consistent with the Tigard Regional Parks Master Plan.

RECOMMENDATIONS

The City of Tigard should:

- seek to purchase lands to complete the Green Belt around the Washington Square Regional Center.
- purchase or request dedications of park lands adjacent to significant new developments that would benefit from parks and open space.
- begin discussions and acquire the rights to construct pedestrian bridges over Highway 217.
- investigate the feasibility of forming a public private partnership with the mall to develop the central plaza.
- cooperate with private land owners and commuter rail representatives to encourage the operation of commuter rail and the development of a rail station and plaza.
- study the feasibility, alignments and phasing of a people mover that would provide access to the open space system, parks and plazas.



Greenbelt and Pedestrian Linkages

5. LAND USE INNOVATIONS

MIXED-USE DEVELOPMENT

A key element in the region's ability to achieve its goals for the Washington Square Regional Center will be mixed-use development. The task force believes that development that combines more than one land use on one site will help the region meet its density expectations while minimizing problems often associated with growth.

Two of the most severe problems associated with higher densities are traffic congestion and parking. Mixed-use projects can address these in several ways. First, by building housing in proximity to work places, people may not need to use cars to reach their work. The more mixed-use development in an area, the more options employees have to live near their work site.

When an office development shares a site with dining and retail businesses, employees are less likely to need their cars once they get to their jobs, making it possible for them to carpool or use transit, bicycles or to walk to work.

Mixed-use developments offer excellent opportunities for sharing parking. Generally, residents need parking spaces in the evenings and at night, while employees need the spaces during the day. Therefore, office or retail uses complement housing for the purpose of sharing parking. Restaurants and movie theaters can easily share parking with offices because of the difference in parking demand times.



An “eyes on the street” sense is created by people using the public rights-of-way at all times of day.

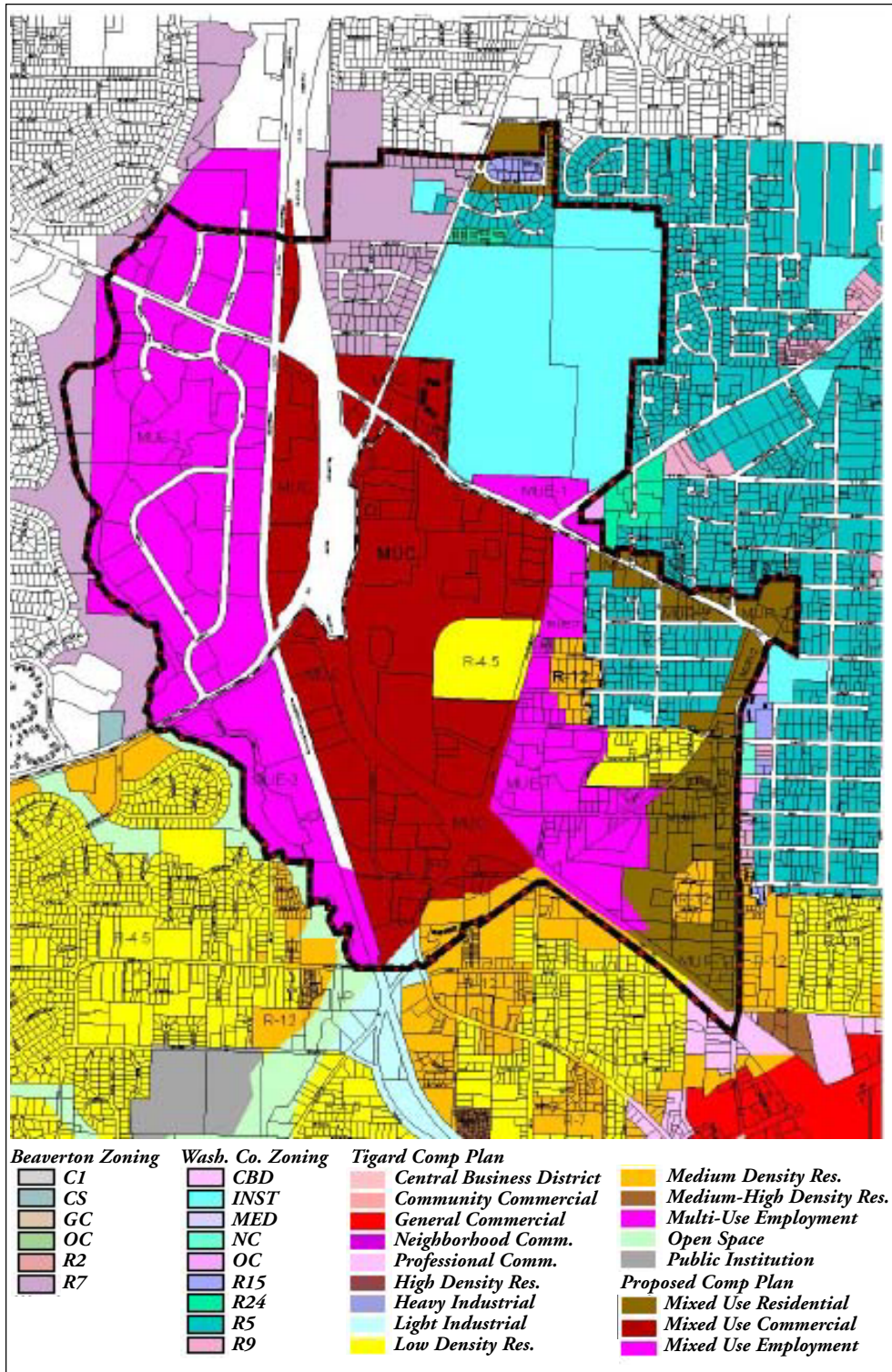
Development of housing, entertainment and retail adds vitality and interest to a community. The sense of “eyes on the street” created by people living in an area and using the public right-of-way at all times of day enhances safety and encourages others to use the area. Ground floor uses such as stores, coffee shops and restaurants give pedestrians interesting views as they walk past buildings — and also contribute to sidewalk safety.

The bulk of this section addresses proposed regulatory changes that will make it easier for local governments and developers to site and build mixed-use projects in Tigard, Beaverton and unincorporated Washington County.

COMPREHENSIVE PLAN AND ZONING CODE AMENDMENTS

To implement the principles and concepts described in this framework plan, task force members prepared amendments to the City of Tigard Comprehensive Plan and Development Code. For the portions of the planning area within the City of Beaverton, and Washington County, the task force recommends plan and code amendments in these jurisdictions, to be implemented separately by plan amendment processes.

The principal amendments are to create new mixed-use districts to be included both in the Comprehensive Plan and the Zoning Code. These new districts will support a variety of land use types suitable for commercial, employment and residential areas at densities appropriate for the regional center. These mixed use districts are summarized below. The proposed plan and zoning map for the Washington Square Regional Center is also shown.



Comprehensive Plan and Zoning Designations



MIXED-USE COMMERCIAL

The purpose of the Mixed Use Commercial (MUC) land use designation is to:

- create a dense mixed-use commercial district that forms the commercial core of the Washington Square Regional Center;
- provide opportunities for major retail goods and services, office employment, and housing to locate in proximity, and with good access to, transportation services;
- implement the Metro 2040 Growth Concept and Urban Growth Management Functional Plan for areas within the City of Tigard designated Regional Center.

The regional center plan recommends that land around the Washington Square Mall and land immediately west of Highway 217 be designated a mixed-use commercial district. Principal development in these areas would be office buildings, retail and service uses. A zoning designation of MUC would also allow mixed-use development and housing at densities of 50 units an acre. MUC districts would encourage larger buildings with parking under, behind or alongside the structures.

MIXED-USE EMPLOYMENT

The purpose of the Mixed-Use Employment (MUE) land use designation is to:

- create a mixed use employment district that is complementary to the rest of the community and the region;
- provide opportunities for employment and for new business and professional services in close proximity to retail centers and major transportation facilities;
- provide for major retail goods and services accessible to the general public, and minor retail goods and services accessible to the public which works and lives within the MUE district;
- provide for groups and businesses in centers;
- provide for residential uses that are compatible with and supportive of retail and employment uses.
- implement the Metro 2040 Growth Concept and Urban Growth Management Functional Plan for areas within the City of Tigard designated Regional Center and Employment.

Mixed-use employment districts refer to areas with concentrations of office, research and development, and light manufacturing industrial uses. Commercial and retail support uses are allowed, but are limited. The zoning would permit residential development compatible with the district's employment character. Lincoln Center is an example of an area designated MUE-1, the high density mixed-use employment district. The Nimbus area is designated MUE-2, requiring more moderate densities.



MIXED-USE RESIDENTIAL

The purpose of the Mixed-Use Residential (MUR) land use designation is to:

- create moderate and high density mixed use residential districts in proximity to other mixed use districts;
- provide opportunities for a variety of housing types and densities, and to produce that housing in ways that residents have a high degree of pedestrian amenities, recreation opportunities and access to transit;
- incorporate limited commercial and service uses within mixed-use projects that provide benefits and amenities to residents, but are compatible with residential uses.
- implement the Metro 2040 Growth Concept and Urban Growth Management Functional Plan for areas within the City of Tigard designated Regional Center.

The MUR designation is appropriate for predominantly residential areas where mixed uses are permitted when compatible with the residential use. Areas will be designated high density (MUR-1) or moderate density (MUR-2).

The Tigard Community Development Code is recommended to include:

- a Mixed-Use Commercial District;
- both high density and moderate density Mixed-Use Employment Districts; and
- both high density and moderate density Mixed-Use Residential Districts.

Development standards are proposed that require:

- minimum residential densities and floor area ratios (FAR) be achieved;
- limiting certain commercial uses so that a pedestrian-oriented development pattern is achieved;
- design standards for public improvements, site design building design, signs and landscaping are achieved in order to create high quality, pedestrian-oriented developments;
- all areas be subject to site development review;
- limited adjustments, and phasing so that development standards can be achieved over time;
- improvements to pre-existing uses and developments so that existing residents and businesses may continue to thrive;
- incentives to preserve and enhance significant wetlands, streams and floodplains.

The primary development standards proposed for each of these new zones is summarized in the following table.



SELECTED DEVELOPMENT STANDARDS IN MIXED-USE ZONES

	MUC	MUE 1	MUE 2	MUR 1	MUR 2
Dimensional Requirements					
Minimum Building Height	2 stories	2 stories	None	2 stories	None
Maximum Building Height	200'	200'	60'	75'	45'
Density Requirements					
Minimum Floor Area Ratio (FAR)	1.25	1.25	0.6	0.6	0.3
Minimum Residential Density	50 units/acre	50 units/acre	25 units/acre	50 units/acre	25 units/acre
Maximum Residential Density	None	None	50 units/acre	None	50 units/acre

Recognizing that protection of natural resources is an important objective for the regional center, the task force incorporated the most current identifications of floodplains, wetlands and water courses within the planning area. Regulations for development within and adjacent to these natural resource areas, consistent with the requirements of the City

of Tigard, Metro Title 3 and rules and standards utilized by the Unified Sewerage Agency under agreement with the City of Tigard, and the City's water resources overlay district, including a 50' riparian buffer, apply within the regional center. A figure showing these resource areas is included on page 13.

DEVELOPMENT CAPACITY WITHIN THE REGIONAL CENTER

The consultants and the task force studied land available for development and redevelopment within the study area. Available land estimates helped the task force determine the potential for creation of new jobs and housing in the area.

Estimates indicate that building to minimum densities, the regional center can accommodate 10,100 new jobs and 2,067 new housing units. This breaks down to 7,443 jobs in Tigard and Washington County, excluding the Nimbus-Fanno Creek District located inside the City of Beaverton. Housing capacity excluding that district is 1,871 units.

The task force concludes that the proposed zoning map and the minimum density requirements in the draft development code will allow adequate levels of employment and housing growth to meet Metro's target growth allocations for the City of Tigard as well as Washington County's housing targets for this area. This conclusion is based on the assumption that the downtown Tigard Town Center can accommodate approximately 600 new jobs.



6. TRANSPORTATION SYSTEM PLAN

Transportation is one of the major areas of emphasis in regional planning. Perhaps there is no part of the region in which transportation plays a more critical role than in this section of Washington County.

The challenge to regional center plan participants was to ensure access to this emerging regional center by all transportation modes. The task force wanted to balance air quality issues, congestion con-



Recommended Roadway Functional Classification

cerns, desires to reduce space allocated to parking, bicycle, pedestrian and auto safety, and increased focus on transit. In addition, the task force found it important to address barriers to pedestrian access (busy streets, lack of sidewalks, etc.) as a way to make shared parking between complementary uses more attractive.

Task force members identified establishment of a commuter rail line as a high priority project for improving access to the regional center. In addition, they strongly support development of a people mover system that will help commuters, shoppers and residents circulate between destinations throughout the regional center.

The task force recommends that local governments and businesses work closely with Tri-Met and coordinate with the Regional Transportation Plan to bring about necessary changes in the Washington Square Regional Center.

The following sections offer a current analysis of transportation issues within the study area, discuss future issues and provide a variety of strategy recommendations.

SYSTEM NEEDS AND PROBLEMS

A thorough analysis of existing transportation conditions in the study area was undertaken by the consulting team. In summary, they found:

- **Traffic congestion.** Major roadways in the study area experience significant traffic congestion during weekday peak periods. Highway 217, Greenburg Road, Hall Boulevard and Scholls Ferry Road experience traffic delays. The major capacity constraints occur at the Hall Boulevard/Scholls Ferry Road intersection, the Scholls Ferry Road/Nimbus Drive intersection, and the Greenburg Road/Highway 217 ramp intersections. In addition, Highway 217 itself is highly congested.



Greenburg Road today.

- **Sidewalks and bike lanes.** The majority of the arterial and collector streets in the study area have sidewalks. Scholls Ferry Road and Hall Boulevard have bike lanes within the study area. Highway 217 presents a major barrier for pedestrians and bicyclists. The only connections between the east and west sides of the highway in the study area are over-crossings on Hall Boulevard, Scholls Ferry Road and Greenburg Road. Approaching these three crossings, only Hall Boulevard and Greenburg Road have sidewalks, with bicycle lanes only on Scholls Ferry Road. The only bike lanes on the east side of the Washington Square Mall are on Hall Boulevard.

- **Transit.** The Washington Square Transit Center is located in the northeast parking area of the Washington Square Mall. This transit center serves as a bus stop for routes 43, 45, 56, 62, 76 and 78. These routes connect Washington Square to transit centers in downtown Portland, Beaverton, Tigard and Lake Oswego, as well as providing service to the Tualatin area. Riders found that buses on existing routes don't run frequently enough and don't offer enough direct connections. A wider selection of transit tools could create a less congested, less auto-dependent transportation system within and connecting to the study area.
- **Future traffic congestion.** In the future, those areas already identified as experiencing traffic congestion will con-

tinue to be clogged. In addition, other sections of Hall Boulevard, Greenburg Road, and Cascade Avenue and Oleson Road will also experience congestion. Traffic estimates do not predict congestion on local Metzger area streets directly east of Washington Square Mall.

RECOMMENDED IMPROVEMENTS

The task force recommends a series of projects to improve access by transit, bicycle, pedestrians and motorized vehicles into and throughout the district. The following paragraphs describe those projects that the task force feels should be pursued. In some cases, the task force expressed an interest in specific major projects, but members recognized them as outside the charge of the Task Force. Those are listed on the following pages, as well.



Streets have a balance of pedestrian, bicycle and vehicular features.

OVERALL DISTRICT IMPROVEMENTS

- Development of a “Transit Access and Action Plan” in concert with Tri-Met. Improved transit service and a wider set of transit options will be very important in helping the regional center grow without increasing

traffic problems. The task force members identified a menu of needs, including more frequent service on existing bus lines, more direct connections to other locations, creation of a commuter rail line, transit center improvements, and



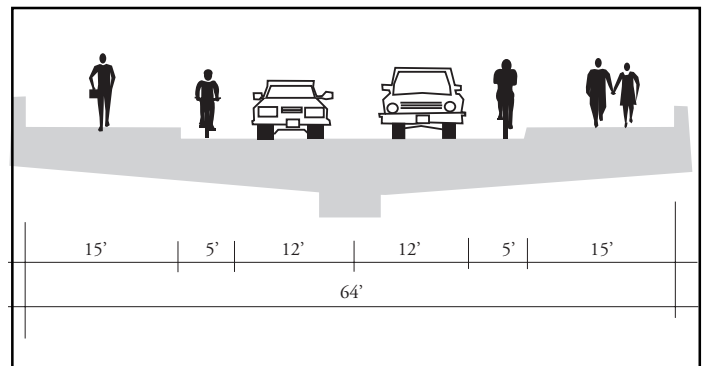
Recommended Motor Vehicle System Improvements

short-term visits for shopping and professional services. The vitality of the area will depend upon ensuring relatively free-flowing traffic at major intersections, on arterials and into and out of key commercial areas. Some key road improvements that will affect the entire district include:

- **A bridge over Highway 217 connecting Nimbus Drive to the Mall area.** Highway 217 is a major physical and psychological dividing line in the Washington Square area. The task force recommends development of a two-lane road over the highway and the rail corridor providing motor vehicle, bicycle and pedestrian access between the Nimbus employment center and the commercial core. The recommendation also calls for a ramp to Cascade Avenue. In addition to linking two previously disconnected parts of the regional center, the over-crossing would relieve traffic at the Hall Boulevard/Scholls Ferry Road intersection and the Hall Boulevard/Highway 217 interchange by allowing westbound mall traffic to bypass these congested areas. Bicycle and pedestrian connections would link to the Fanno Creek Bikeway.
- **Extending Nimbus Drive to Greenburg Road.** The task force recommends construction of a road linking Hall Boulevard at the northwest corner of the study area to Greenburg Road at the south end. This project will relieve congestion on Hall Boule-

vard and at the Scholls Ferry Road/Hall Boulevard intersection and offer a new, direct route from the north to the south ends of the district. With pedestrian and bicycle improvements, this route will open significant transportation options for people working in the Nimbus development.

- **A bridge over Highway 217 connecting Locust to Nimbus.** The task force recommends building a second overpass over the railroad right-of-way and Highway 217 once the Nimbus extension is completed. The Regional Transportation Plan already has identified a form of this recommendation. Construction of the overpass will offer vital connectivity in the regional center, as well as relieving congestion on Hall Boulevard and Scholls Ferry Road east of Nimbus Drive. Additionally, pedestrian and bicycle facilities should link to the Fanno Creek Bikeway and residential neighborhoods.

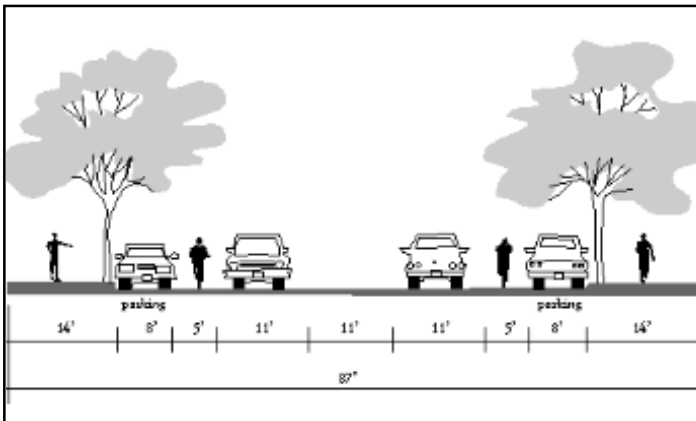


A bridge should accommodate pedestrians, bicyclists and motorized vehicles.

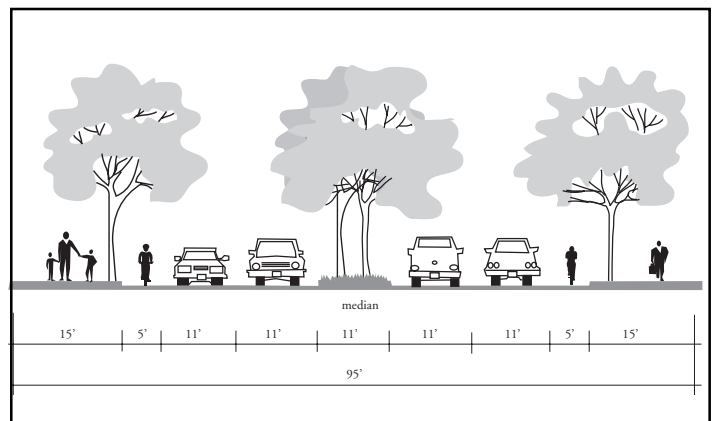
- **A collector system at Oak-Lincoln-Locust.** To help traffic move more freely once cross-freeway connections are built, the task force recommends improvements to this street system. The intent is to distribute east/west traffic between Locust and Oak Streets and improve accessibility to the Lincoln Center commercial district. It also would improve access to residential areas for bicyclists and pedestrians, as well as autos. The task force recommends that local governments apply traffic management techniques here to protect neighborhood streets (see discussion on district improvements).

- **Widening Hall Boulevard to three lanes between Oleson Road and the southern boundary of the study area.** Hall Boulevard is a state arterial roadway and a major travel corridor through the regional center. Upgrading this roadway will reduce cut-through traffic in surrounding residential neighborhoods and will provide overall improvements in traffic flow throughout the area. In the short-term, pedestrian and bike improvements are needed.

The task force recognizes that the Regional Transportation Plan calls for expansion of Hall Boulevard to five lanes. However, the task force endorses an expansion to three lanes while acquiring right of way for a five lane roadway.

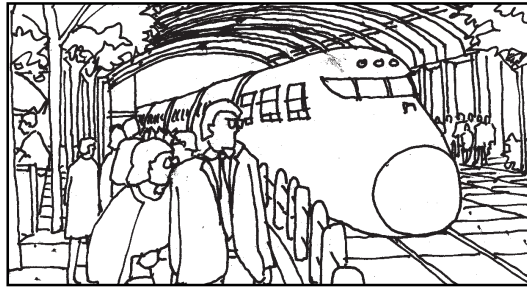


Parking and shade trees create a buffer for pedestrians on typical streets designated minor collectors.



Sidewalks, median strips and plantings make typical streets designated major collectors more comfortable and convenient for pedestrians.

- **Interchange capacity improvements at Highway 217.** The Scholls Ferry Road/Highway 217 interchange and the Hall Boulevard/Highway 217 interchange are both gateways into the regional center. Both are extremely congested during peak periods throughout the day. The task force views improvements to these interchanges as critical to alleviating congestion along Highway 217, increasing access to the area and helping the district serve its role as a regional center. Improvements should include upgrades of all affected access ramps. The task force recommends that these improvements be identified as significant needs in Metro's Highway 217 Major Investment Study, and local governments should coordinate with regional transportation planning efforts.
- **Bike paths.** Increased densities will bring greater

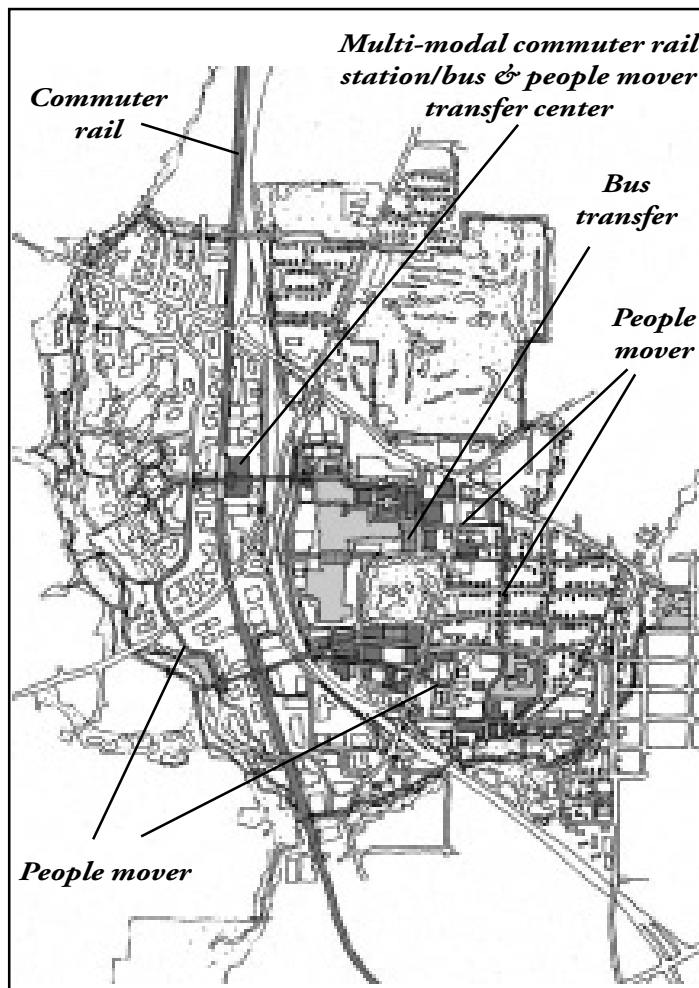


Commuter rail would improve access to this busy district.

interest in bicycling, both for commuter and recreational purposes. The task force wants to ensure that bicyclists have easy, safe access to employment, housing and retail development, as well as to greenspace around the district. Many of the study area's busiest streets and bridges aren't wide enough for installation of bike lanes in the roadway. In this

case, an acceptable alternative is creation of off-street bike paths parallel to the street. The

task force recommends identifying potential bicycle routes connecting to existing bikeways, neighborhoods and activity centers. Specifically, it recommends extending the Fanno Creek Bikeway to the east along Ash Creek.



Transit system

- **Commuter rail.** The Portland region's experience demonstrates that rail service attracts new riders to transit. Creation of a commuter rail system has strong appeal if Washington Square becomes a more densely developed employment center. Existing railroad right-of-way offers the potential to develop commuter rail

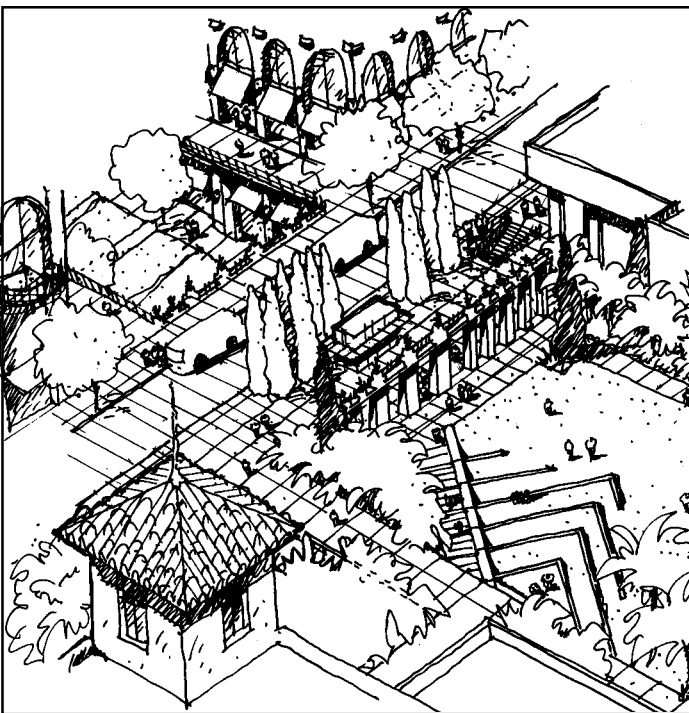
service between Wilsonville and Beaverton, with the possibility of links to the existing MAX system. Currently, a consultant team is analyzing the potential for such rail service in an unrelated study. If the study's outcome recommends pursuit of this option, the task force would like to see this rail system serve the Washington Square Regional Center, with a station and associated park and ride near Scholls Ferry Road in the Nimbus area. Task force members believe that commuter rail should be a high priority for the regional center.



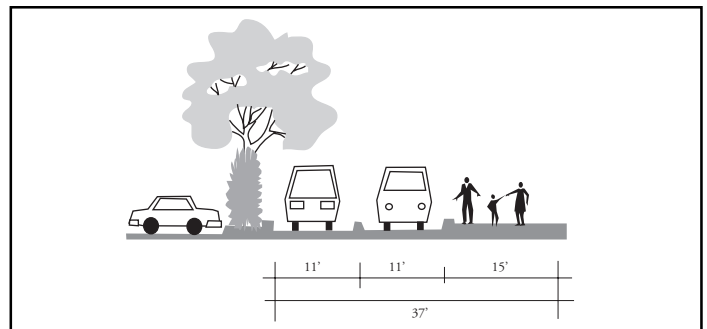
People mover

- **People mover.** The task force members recommend a people mover circulator that will travel throughout the district, linking jobs, housing, retail and services. Members believe such a service would be very valuable, not only to people living and working in the area, but for people coming in who may want to combine a visit to the doc-

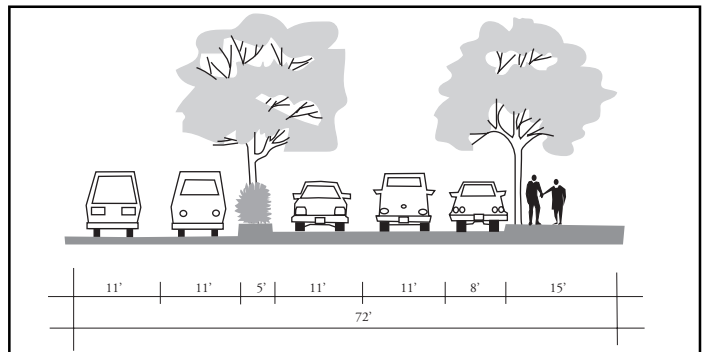
tor, the bank and the accountant with a shopping trip. Determining what this service would look like, who would operate it, where it would run and other fundamentals was outside the charge of the task force. However, members strongly encourage local governments and transit providers to pursue the feasibility of such a system.



A multi-modal commuter rail station, bus & people mover transfer center.



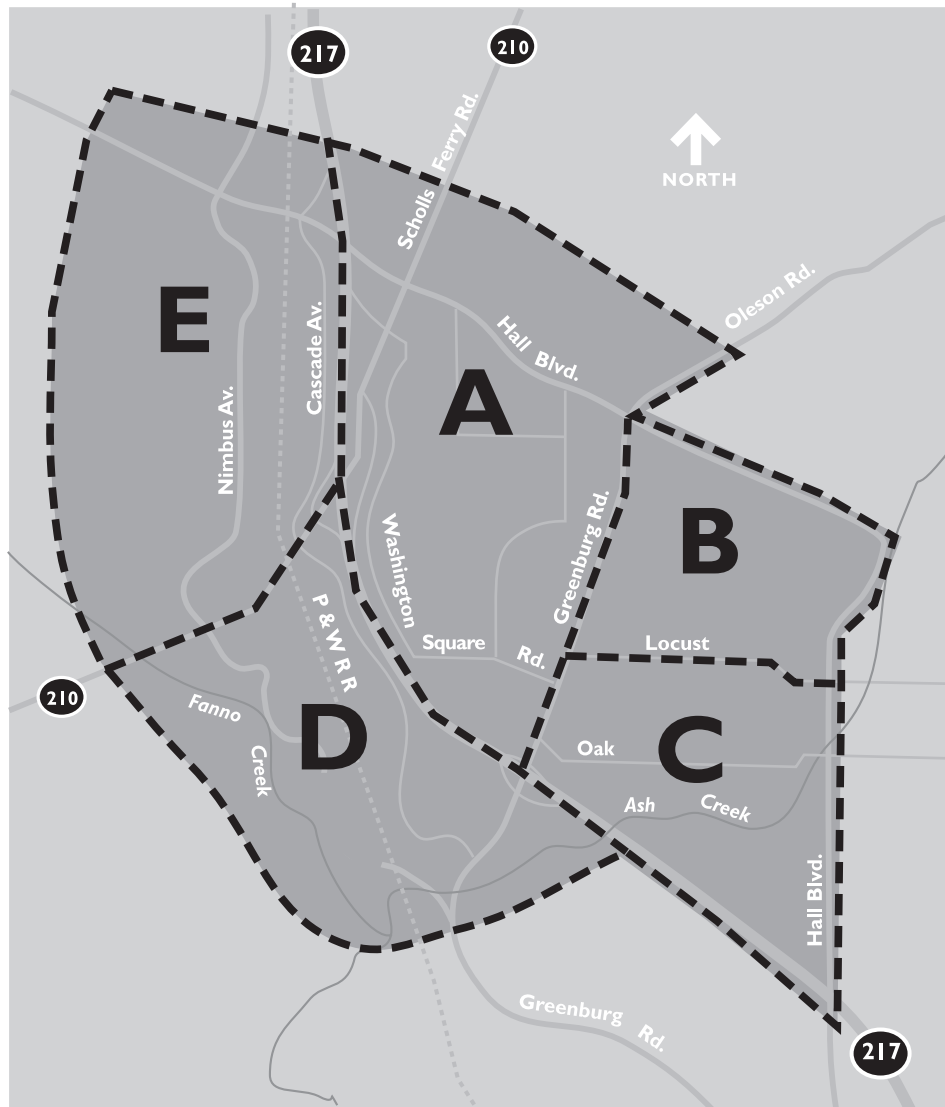
The people mover can travel in an exclusive right-of-way designed with pedestrian and bicycle facilities.



The people mover can travel in the traffic lane as it circulates through the regional center.

DISTRICT IMPROVEMENTS

The task force has identified a number of site specific improvements that will enhance the safety and atmosphere of the various districts. Each of these reflect the expectations for increased development and the distinct characteristics and functions of the five districts within the overall regional center.



Districts within the regional center.

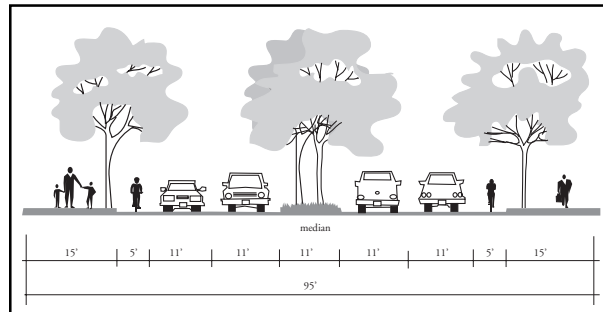
DISTRICT A: THE COMMERCIAL CORE AND GOLF COURSE

The recommendations in this district address primarily circulation, transit and pedestrian access to and from the mall and affecting other retail in the area. They also reflect a desire to include Progress Downs Golf Course into the district-wide green belt.

Transit center amenities. The Washington Square Mall Transit Center is an important link to the rest of the region. The task force hopes that improved pedestrian amenities will make this facility safer and more attractive to encourage transit use. Proposed improvements include a covered pedestrian path to the mall and better pedestrian links to other retail and commercial establishments. Tri-Met's Transit Choices for Livability Study has already identified these improvements as high on the community's priority list.

Sidewalks on Greenburg. As development begins to fill out the area, local governments should build sidewalks along Greenburg Road. This recommendation is consistent with state

Transportation Planning Rule requirements of sidewalks on arterials and collectors and would improve pedestrian access in this area that transitions between the financial and the retail areas.



Typical section showing sidewalks along Greenburg that would improve access between financial and retail areas.

Mall area street development. Improve SW Eliander Lane, SW Washington Square Road, SW Palm Boulevard and the roadway bounding the cemetery to full street standards, with sidewalks and bicycle lanes. These improvements are key to pedestrian, auto and bicycle access and circulation into and throughout the re-

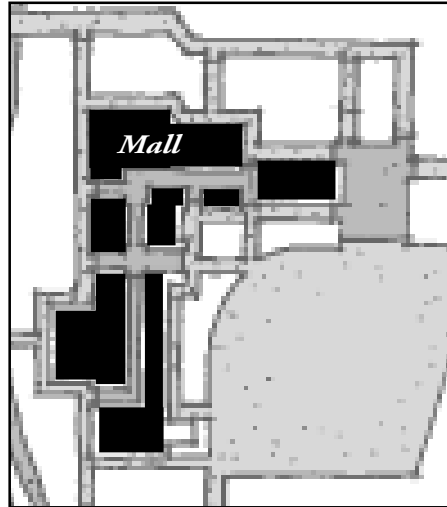
tail core. Currently, people have difficulty getting from one retail facility to another on foot. For example, Hall Boulevard Target customers have no direct pedestrian connection to the mall. Local governments must establish policies and incentives to encourage private developers to include these infrastructure improvements with redevelopment. Creative public/private partnerships can assist with financing and coordination.



Suggested improvements will make it safer and easier to walk from one place to another.



Pedestrian amenities within the Commercial Core. Provide pedestrian treatments such as raised pedestrian refuges and designated walkways within the mall's parking areas. Provide pedestrian/bicycle connections between Washington Square Mall and adjacent retail establishments. Suggested improvements will make it safer and easier for people to walk from one place to another within the commercial core and limit the need for vehicle traffic within the core. Local governments should adopt policies that encourage creation of these improvements as redevelopment occurs.



Better connections between Washington square Mall and adjacent stores will make it safer for people to walk.

Evaluate pedestrian crossings on Greenburg Rd. and Hall Boulevard These two very busy streets are physical and psychological barriers to pedestrians. The task force recognizes that mid-block crossings can help pedestrians significantly. However, they also have associated disadvantages. Task force members recommend evaluating right-of-way impacts, construction costs, impacts on traffic flow and pedestrian demand for mid-block, raised pedestrian refuges on Greenburg and Hall.

Evaluate a golf course pedestrian trail. A pedestrian trail within the Progress Downs Public Golf Course

Relocate Park & Ride to a permanent site. The task force believes that the location of the Tri-Met Park & Ride at Scholls Ferry Road and Highway 217 adds to traffic congestion by bringing cars into the district during peak hours. This was originally intended to be a temporary site. The task force recommends finding a new, permanent location for this facility outside the regional center.

would provide a safe walking and exercise area for neighborhood residents and allow more people to use this existing open space. The task force recommends studying the feasibility of providing pedestrian paths from neighborhoods to and through — or around — Progress Downs Golf Course. The trail would be similar to the popular pedestrian path around Glendoveer Golf Course.

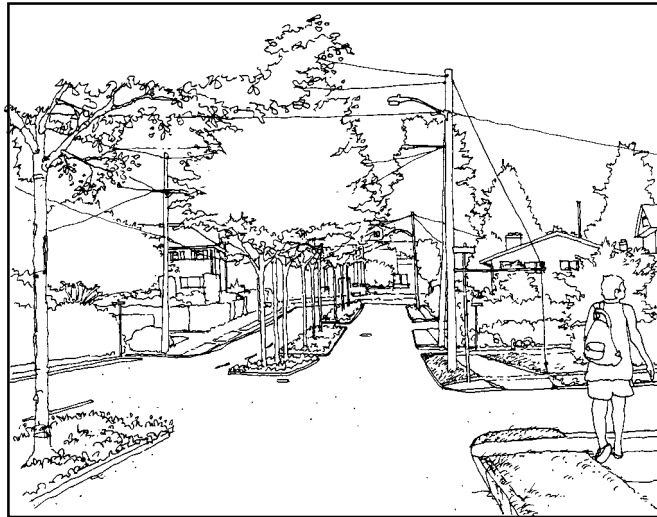


DISTRICT B: THE METZGER NEIGHBORHOOD

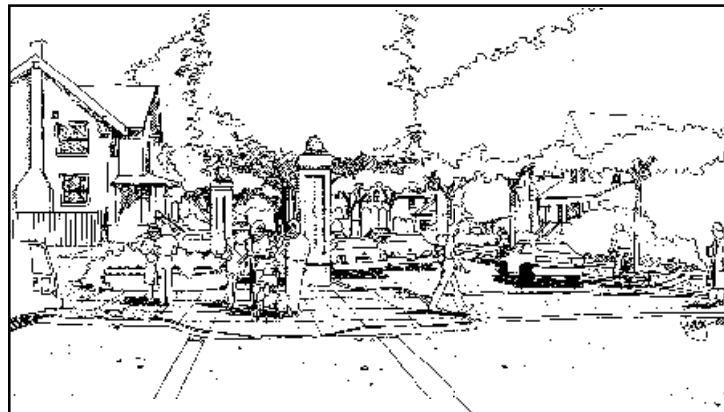
The task force identified transportation improvements that would protect and preserve this neighborhood's residential character while offering residents more commute and recreation options.

Neighborhood traffic management. To control traffic speeds, ensure safety for pedestrians and bicyclists and, in general, reduce the impact of higher traffic volumes on neighborhood streets, the task force recommends pursuing an aggressive traffic management strategy on Locust Street between Lincoln Street and Hall Boulevard, on Lincoln Street between Locust and Oak Streets, and on Oak Street between Lincoln Street and Hall Boulevard. Elements of this strategy might include providing for bicycle access, establishing safer

pedestrian crossings, controlling speed through signage and patrols, and building pedestrian paths to adjacent neighborhoods.



A traffic median can help maintain the Metzger District's residential character.



A neighborhood gateway helps establish the district identity.

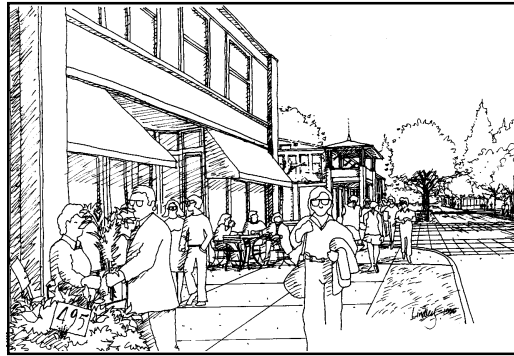
Sidewalks on Hall. Sidewalks have not been built at several spots on Hall Boulevard. The task force recommends completing the sidewalk system as called for by the state's Transportation Planning Rule. Specifically, complete the sidewalk on the north side of SW Hall Boulevard Near Cascade Avenue and the Highway 217 bridge, allowing pedestrians on the north side of Hall Boulevard to access safely the south side of Hall Boulevard and the Highway 217 overcrossing, using the pedestrian crossing signal at Cascade Avenue.



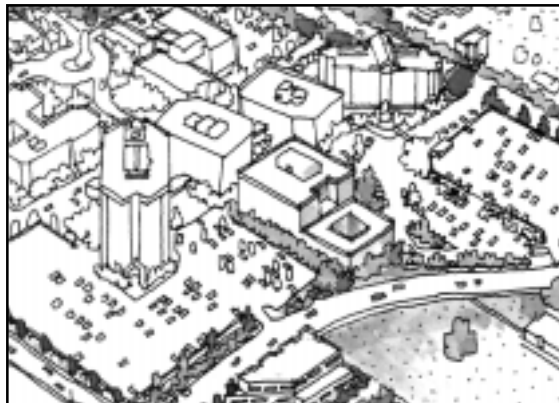
DISTRICT C: LINCOLN CENTER - ASH CREEK

This area, a center for financial and commercial development, is slated for high density office and residential development. Adjacent to a residential neighborhood, it will be important for this area to provide easy pedestrian and bicycle access between homes and jobs. A particular goal is to protect the Metzger neighborhood from the impacts of increased traffic, while assuring free-flowing vehicular movement throughout the district.

Pedestrian and bicycle connections in new developments. Metro has established goals for the region to reduce the number of trips by auto relative to



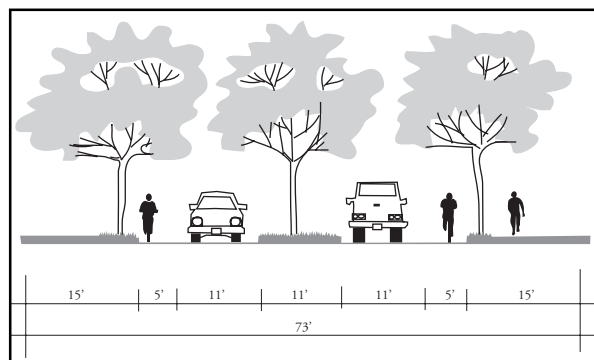
High density office and residential developments



Financial and commercial development is centered in District C.

those made by transit, pedestrian and bike travel. Pedestrian and bike facilities developed in concert with new housing and offices will be a step toward achieving these regional goals.

Highway 217 parallel roadway. The task force considered this as an alternative to widening Hall Boulevard to five lanes. There is the possibility of building a road parallel to Highway 217 to provide new access to Lincoln Center and the Washington Square Mall. The task force encourages Metro to review this option in its Highway 217 Major Investment Study.



A typical new road parallel to Highway 217 would provide access to Lincoln Center and Washington Square.



DISTRICT D: NIMBUS - FANNO CREEK SOUTH OF SCHOLLS FERRY ROAD

Cascade Avenue pedestrian and bicycle improvements. The task force considered, but did not recommend, capacity improvements to Cascade Avenue. However, members recognized the need to provide pedestrian and bicycle facilities on this important north/south road.

DISTRICT E: NIMBUS NORTH OF SCHOLLS FERRY ROAD

Sidewalk completion on Hall Boulevard at Cascade Avenue A short gap exists in the sidewalk on the north side of Hall Boulevard between Nimbus Drive and the Highway 217 bridge. Completing the sidewalk will help improve pedestrian access to the other side of the street by making it easier to reach the crossing signal at Cascade Avenue

DISTRICT D& E: NIMBUS - FANNO CREEK NORTH AND SOUTH OF SCHOLLS FERRY ROAD

Nimbus bus service. Tri-Met's Transit Choices for Livability identified bus service to Nimbus work places as a regional priority. The task force supports Tri-Met's intention to develop this service in one to five years.



Bus service to Nimbus workplaces is a regional priority for Tri-Met.





TABLE I
SUMMARY OF RECOMMENDED MULTI-MODAL TRANSPORTATION
SYSTEM TREATMENTS

Project Name	Impacted Travel Mode				Financial Programming Factors ¹
	Motor Vehicle	Transit	Pedestrian	Bicycle	
Nimbus Bus Service					N/A ²
Sidewalks on Greenburg Road and Hall Boulevard			X		N/A ³
Transit Center Amenities		X			N/A ²
Sidewalk Construction on Hall at Cascade			X		\$40-50 /sq yd
Evaluate Golf Course Pedestrian Trail			X		\$15-20,000 ⁴
Mall Area Street Development	X		X	X	N/A ³
Pedestrian Treatments in Commercial Core			X		N/A ³
Evaluate Pedestrian Crossings on Greenburg / Hall	X		X		\$10-15,000 ⁴
Neighborhood Traffic Management	X		X	X	\$30-50,000
Develop Oak-Lincoln-Locust Street Collector System	X				
Construction of Lincoln Street connection					\$8-12/ sq. ft
Reconstruction of Existing Roadways					\$5-7/ sq. ft
Widen Hall Boulevard to Three Lanes	X				\$4.7 million ⁵
Pedestrian/bicycle Connections in New Developments			X	X	N/A ³
Mall-to-Nimbus Highway 217 Over-crossing	X		X	X	\$15-25 million
Nimbus Extension / Realignment	X		X	X	\$10-15 million
Locust-to-Nimbus Highway 217 Over-crossing	X		X	X	\$15 million ⁵
Highway 217 Interchange Capacity Improvements	X				\$70-100 million ⁵
Cascade Avenue Pedestrian/Bicycle Improvements			X	X	N/A ³
Cascade/Scholls Ferry Intersection Improvements	X				\$5-7 million
Evaluate Off-road, Parallel Bicycle Paths				X	\$10-25,000 ⁴

¹ To be used for general planning guidance.

² Identified in Tri-Met's Transit Choices for Livability Study.

³ To be incorporated with development and roadway improvement projects.

⁴ Cost to conduct an engineering/planning study.

⁵ Cost estimated obtained from the Regional Transportation Plan improvement list for expansion to five lanes.

7. PARKING STRATEGY

Parking management is important to the success of a regional center. On the one hand, easily accessible parking — and the perception that parking will always be available — is critical to many services and retail facilities. Office-based businesses have come to expect adequate parking for their employees, as well as for their customers. On the other hand, land set aside for parking adds to developer overhead without bringing in direct revenues.

Finally, the region is committed to increasing the percentage of transit, bicycle and pedestrian trips for daily commutes. This implies creating a strategy that will provide enough parking to keep an area competitive, but with enough restrictions to encourage employees and others to look toward alternatives to “one person-one car” commutes.

The Washington Square Regional Center Task Force has evaluated existing and projected parking conditions. From this information, they have agreed on a recommended parking strategy intended to help the district balance the critical need to attract businesses, residents and shoppers with the long-term goal of managing demand on the transportation system.



KEY FINDINGS EXISTING CONDITIONS

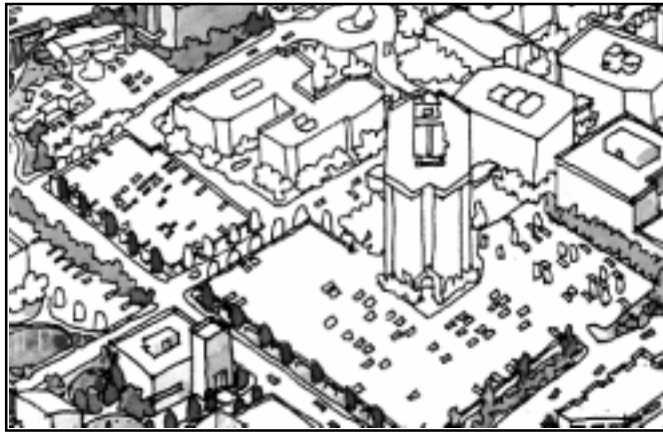
The consulting team analyzed current conditions in the study area to determine these findings:

- The overall parking supply in the Washington Square Regional Center is adequate to meet existing demand.
- Office developments currently experience considerable parking pressure during weekday peak demand. In particular, office developments on Nimbus Drive and in the Lincoln Center development are effectively full during weekday peak hours.
- Complementary land uses present opportunities for shared parking. For example, restaurants and offices tend to experience peak use at different times, making it possible for these different uses to share the same parking spaces without conflict. However, barriers to pedestrian access such as railroad tracks and lack of sidewalks limit the feasibility of shared parking in many cases.

FORECAST CONDITIONS

The consultants used anticipated changes in land uses to determine future parking needs. They did not factor in significant new parking (except for that planned with specific new developments), changes in transit, bicycle or pedestrian travel or shared parking arrangements.

- Changes in land uses anticipated by the Washington Square Regional Center Plan will increase overall peak parking demand in the area by approximately 90 percent. In some areas, parking demand will increase by more than 200 percent.
- Redevelopment on surface lots would eliminate about 8,000 existing parking spaces.
- Available parking spaces effectively will be full during the weekday peak periods, even if the maximum allowable parking ratio is applied. Parking supply will be adequate for weekend conditions in the overall study area. However, high-density commercial areas will experience weekend parking pressures.



Surface parking lots surround development.

PARKING STRATEGIES

Key Objectives

The Washington Square Regional Task Force identified four objectives to drive decision-making about parking strategies. They are:

- Ensure sufficient parking to support economic activities in the area. In retail areas, customer parking in prime spaces will receive priority consideration.
- Employee parking demand can and should be reduced by encouraging fewer single-occupant commute trips. Parking strategies should be consistent with other transportation improvement elements that support alternative mode travels.
- Secure bicycle racks and lockers should be provided at various locations, primarily by employers.
- New municipal parking facilities should be provided to serve multiple uses, with an emphasis on supporting economic activities.
- A high priority is maintaining residential parking in existing neighborhoods.

COMMERCIAL/RETAIL PARKING

Parking management strategies should ensure that the most convenient parking spaces are available to customers and visitors. Some principles to accomplish this are described below.

- Local governments and key constituent groups should agree on a parking management plan (PMP) that will cover a variety of issues. Items to be addressed include:
 - ways to reduce single occupancy trips;
 - a parking strategy to support commuter rail (should the Scholls Ferry Station have parking? If so, what should it look like and who should be encouraged/allowed to park there?); and
 - strategies to increase shared parking opportunities.
- On-street parking in commercial areas should be restricted to short-term parking to ensure adequate turn-over in prime locations. Parking meters may be needed to assure compliance and to provide a funding source for future parking supply.
- A uniform “way-finding” system should be created to direct customers to any public parking facilities built in the study area. Direction signs posted at the main entry points into the regional center can use arrows and text to help drivers find parking as quickly as possible. This can reduce the need for drivers to drive slowly through an area looking for parking, interfering with traffic flow and adding air pollution.

EMPLOYMENT-BASED STRATEGIES

Employment-based parking management strategies can help reduce parking demand and encourage a variety of travel modes. These strategies can be implemented by public agencies and private employers.

- Transit service should be provided to serve employees in clustered office developments. Bus service on Nimbus Drive is a priority and is included in Tri-Met’s Transit Choices for Livability plan.
- Nominal parking fees will encourage consideration of commuter alternatives, and revenues may be used to support improved facilities for transit, carpools, bicycles and pedestrians. This is an option that local governments, property owners and building management companies may want to consider.
- Employer-run programs to reduce parking demand include:
 - on-site bicycle lockers and showers
 - a carpool-matching service, to help employees find people in their neighborhoods with whom to drive or ride
 - free or preferential parking for carpools
 - free or subsidized transit passes.



INCREASED PARKING SUPPLY/ SHARED PARKING

Any new parking structures or surface lots should be located to serve uses with complementary demand patterns. For example, movie theaters have the highest parking demand on evenings and weekends and could share parking facilities with offices that need the parking primarily during weekdays.

Regulations should require retail space to be built into the first floor of any new parking structure.

Originally, planners intended the Park & Ride lot to be at its present location only temporarily. If a new lot is sited within the regional center, planners should consider the following:

- opportunities to serve local demand during evenings and weekends for such land uses as movie theaters and churches;
- the destinations of primary users (are they coming into the district or leaving their cars to catch transit out of the district).

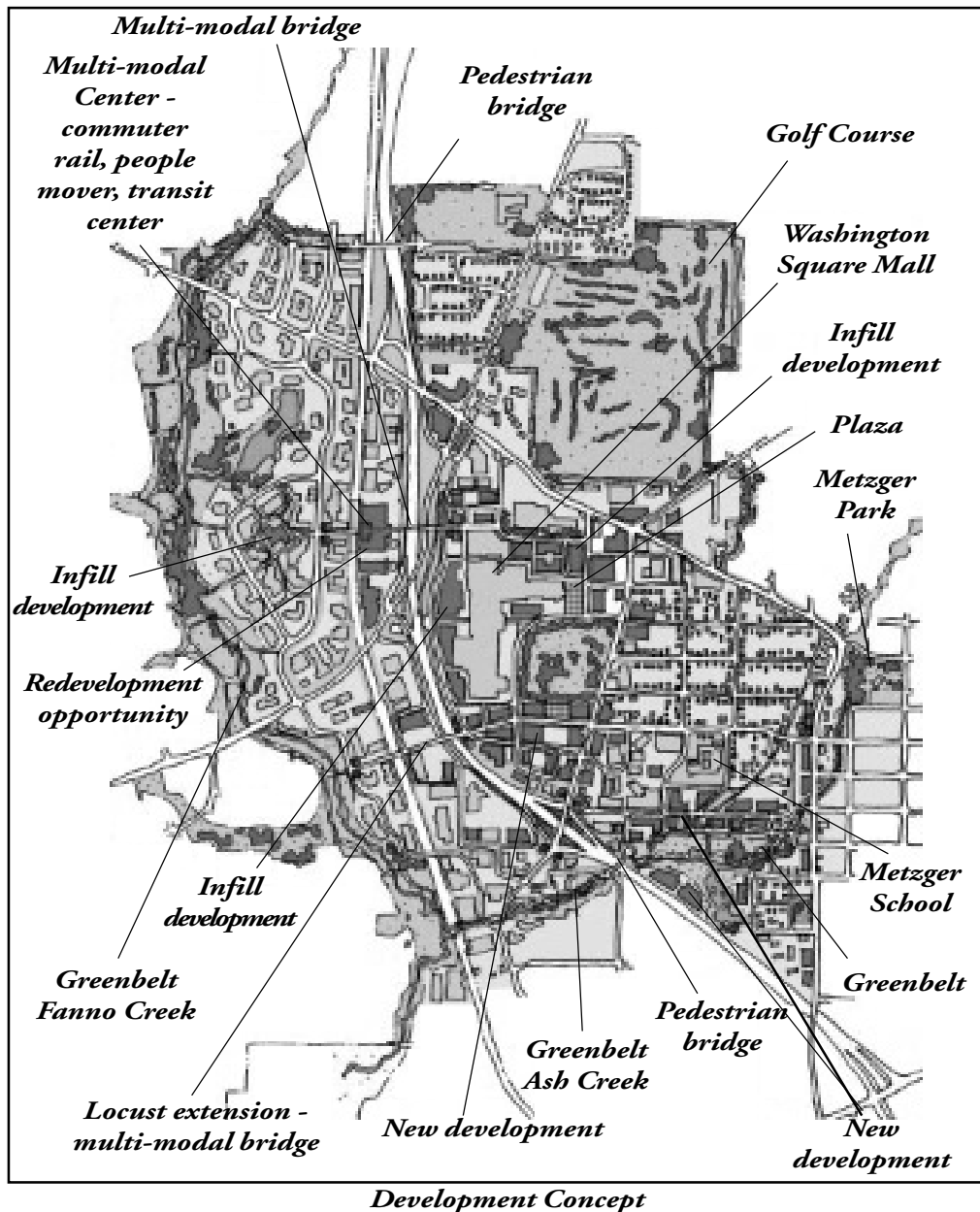
Transportation improvements should focus on reducing barriers to pedestrian access (lack of safe crossing areas at streets and railroad tracks, lack of sidewalks, no direct route, etc.) to encourage walking between different business and, ultimately to and from shared parking.

RESIDENTIAL PRIORITY PARKING

As parking demand increases, the community may need to implement a residential parking priority strategy, particularly in the Metzger and Lincoln Center areas. Such a strategy would reduce conflicts between residents' parking needs and spill-over parking from the commercial areas.

8. PLAN IMPLEMENTATION

Implementation of the Washington Square Regional Center Plan will require the cooperation, effort and funding of a variety of public and private entities. Among the parties involved and the actions required are:





- Cities of Tigard and Beaverton and Washington County:
 - adoption of zoning code amendments, parking policies, ratios and regulations, comprehensive plan amendments and other regulations affecting private development in the five districts. Proposed regulatory language, including design guidelines, comprehensive plan and zoning changes, are included in the appendix to this document;
 - approval of key transportation improvements for regional funding;
- Cities of Tigard and Beaverton, Washington County, Metro and ODOT: development of a financing strategy — and pursuit of funds — to pay for significant infrastructure improvements, including transit, road and highway improvements, rail, pedestrian and bicycle facility development, parking facilities, environmental protection, parks and open space development, etc.;
- Tri-Met: action to expand service, upgrade facilities and relocate the Park & Ride;
- Private property owners and developers: interest in and commitment to infill and redevelopment in the Washington Square Regional Center study area, as well as a consensus on creating pedestrian and bicycle amenities, to pursue share parking and follow other development policies that will contribute to the vision of a regional center.
- Employers: promotion of transit, carpool, pedestrian and bicycle commuting to preserve valuable parking spaces for customers of retail businesses and service providers.
- Residents: participation in developing traffic management and parking strategies.

COORDINATION

The timing and coordination of development will play an important role in the success of the regional center build-out. All parties agree that key infrastructure improvements must be in place before building densities increase significantly.

The task force has identified a number of important transportation improvements that must be completed before the regional center can absorb significant increases in jobs and housing. Similarly, the area requires substantial investment in stormwater drainage. Too much development in anticipation of these improvements may overwhelm existing systems — creating a disincentive for future projects.

The task force has recommended language in the comprehensive plan that requires necessary infrastructure be in place, or planned for completion in the proper time frame, before new developments are approved.



NEXT STEPS

The Washington Square Regional Center Task Force has prepared a work plan to move the Regional Center Plan from concept to reality. The work plan calls for completion of essential activities within eight to ten months of approval of the Regional Center Plan. Local government officials, consultants, stakeholders and the public will be asked to:

- **Review regional center plan proposals.** Steps will include:
 - Reaching agreement on specific options and proposals for analysis
 - Conducting detailed environmental evaluation
 - Identifying physical and policy constraints
 - Refining final recommendations.
- **Refine recommendations for transportation improvements.** City staff and consultants will assess needs, review task force recommendations and create final recommendations for transportation improvements throughout the study area.
- **Develop recommendations for stormwater drainage.** City staff and consultants will assess needs, review alternatives and create final recommendations for stormwater drainage throughout the study area.
- **Refine recommendations for open space development.** City staff and consultants will assess needs, review task force recommendations and create final recommendations for open space preservation and new park identification.
- **Prepare implementation strategies for all public improvements.** City staff and consultants will refine inventories, recommend new code and policy revisions for local governments and develop a timeline with action steps.
- **Complete review and adoption of new regulations.** Staff and consultants will work on revisions of relevant comprehensive plans, zoning ordinances and creation of the Public Improvement Plan with the goal of quick adoption by the City of Tigard.
- **Prepare financing plan for public improvements.** City staff and consultants will review financing options, including studying the feasibility of establishing an urban renewal district. The final product will include an overall funding and phasing strategy.
- **Develop a Transportation Demand Management Plan.** Transportation demand management (TDM) involves looking comprehensively at transportation needs in an area and developing ways to reduce stress on road systems, parking availability and air quality. City of Tigard staff will work with stakeholders (major employers, retailers, property managers, etc.) to develop strategies to encourage people to walk, bike, carpool or use transit.

Each activity will be conducted with extensive public outreach, through surveys, public hearings and other tools. The goal is to ensure that implementation reflects the spirit, intentions and interests of people living, working, operating businesses and owning property within and adjacent to the proposed regional center.



PROTECTION OF SENSITIVE AREAS

Recognizing that protection of natural resources is an important objective for the regional center, the task force incorporated the most current identifications of floodplains, wetlands and water courses within the planning area. Regulations for development within and adjacent to these natural resource areas, consistent with the requirements of Metro Title 3 and rules and standards utilized by the Unified Sewerage Agency under agreement with the City of Tigard, apply within the regional center. A figure showing these resource areas is included on page 13.

The Task Force strongly supports the protection standards included in the Water Resources Overlay District of the Community Development Code. Particularly the 50 foot riparian buffer requirements along the Ash and Fanno Creek wetland areas. Additional incentives for enhancing natural resources along these corridors are proposed in zoning code amendments.

TRANSPORTATION IMPLEMENTATION, PRIORITIES AND PHASING

The recommended Transportation Master Plan for the Washington Square Regional Center describes an integrated system designed to serve the needs of regional as well as local travel, and to encourage a balance of travel modes. In some cases, the effectiveness of specific recommendations would be weakened by the absence of other plan elements.

The task force, therefore, analyzed the full set of recommendations to determine the highest priority projects and the most effective phasing for their construction. The priorities and phasing are indicated below:

Key Motor Vehicle Projects

1. **Highway 217 over-crossing connecting Washington Square Mall to the Nimbus office developments.** This project will represent the first step toward eliminating Highway 217's function as a barrier within the district. It will connect office and retail development on both sides of the freeway.
2. **Nimbus Drive extension to Greenburg Road.** The second major project to pursue after agreement on the Nimbus-Mall connection is this extension of Nimbus Drive. It will relieve congestion on Hall Boulevard and at the Scholls Ferry Road/Hall Boulevard intersection.



3. **Highway 217 over-crossing on Locust Street.** This second crossing will provide additional east-west access over the highway and improve connections within the district. Building this connection before completing the Nimbus Drive extension would limit the over-crossing's effectiveness.
4. **Development of the collector system along Oak, Lincoln and Locust Streets.** These improvements, along with neighborhood traffic management, will be important in helping existing neighborhoods absorb increased traffic.
5. **Hall Boulevard widening.** The task force recommends this as the last of its five priorities to give the community time to evaluate the impacts of new development and other traffic improvements on the area. With development of the Nimbus Drive extension and the new Highway 217 over-crossing, Hall Boulevard may not need widening within the study area. However, this statement is not meant to negate other regional needs identified for Hall Boulevard
2. **Neighborhood traffic management measures.** The City of Tigard, along with local residents and businesses, should work together to plan and implement traffic management measures along Locust, Lincoln, and other applicable streets. These measures will be critical to preserving a safe neighborhood street system. The community should prepare strategies and specific tactics as soon as possible to ensure that measures are in place no later than the opening of the Locust Street over-crossing.
3. **Pedestrian crossings on Greenburg Road and Hall Boulevard** Traffic engineers, in concert with residents and businesses, should evaluate potential crossing improvements as traffic volumes increase. ODOT and the City of Tigard should begin cooperating on evaluation, design and implementation as soon as possible.
4. **Sidewalk construction on Hall Boulevard at Cascade Avenue.** The existing gap in the sidewalk and over-grown vegetation create barriers to pedestrian circulation and hinder access to the sidewalks on the Hall Boulevard bridge over Highway 217. ODOT could begin building this sidewalk soon.

Key Transit, Bicycle and Pedestrian Projects

1. **Nimbus bus service.** Tri-Met has identified bus service to Nimbus office developments as a priority, with service to start in one to five years. The Cities of Tigard and Beaverton, as well as businesses along proposed routes, should work with Tri-Met to encourage speedy implementation.
5. **Mall area street development.** Improvements of Eliander Lane, Washington Square Road and Palm Boulevard that include pedestrian, bicycle and transit amenities can contribute significantly to better access in the commercial core. These streets should be brought into compliance with full street standards. The City of Tigard should ensure that the preferred pedestrian and bicycle amenities are included in the appropriate City codes and ordinances.



6. **First phase of a people mover system.** The task force recommends that local governments and businesses pursue an analysis of a people mover system that will help circulation within the regional center.
7. **Commuter Rail** The task force strongly supports the creation of commuter rail service within the Regional Center and location of a station to serve the district. Existing and future freight service should be considered in the planning process.

PARKING

Shared parking can be a significant asset to mixed-use areas and is actively encouraged by the task force. Shared parking can occur in several ways:

- Investment by a single developer that creates parking for a shopping center or other collection of uses;
- Investment of public funds for parking structures, as has been done in downtown Portland and Tualatin;
- Agreements between private property owners.

The Washington Square Regional Center has great potential for shared parking. However, as the parking strategy noted, lack of pedestrian amenities, high traffic volumes, railroad tracks and other barriers make shared parking less attractive. Public and private investment in sidewalks, street and rail crossings and other pedestrian enhancements would increase the potential that different uses (e.g. an office building and a movie complex) could share the same parking spaces.

Shared parking agreements between property owners are fairly straightforward. Although many property owners worry about liability issues, owners who participate in shared parking agreements have found that liability is not a greater concern with shared parking than with more traditional parking arrangements.

Metro has published a handbook on shared parking that contains sample shared parking agreements for property owners.



APPENDIX

Task Force Recommendations for Comprehensive Plan Amendments, August 1999.

Task Force Recommendations for Mixed Use Zoning Districts and Design Standards, August 1999.

Meeting Minutes and Agendas, Washington Square Regional Center Task Force

June 3, 1998

July 15, 1998

August 19, 1998 (Bus Tour)

September 16, 1998

November 18, 1998

December 16, 1998

January 20, 1999

February 17, 1999

April 21, 1999

May 19, 1999

June 1, 1999

June 9, 1999

June 16, 1999

Washington Square Regional Center Study: Open House Report

Summary of open houses at Washington Square Mall and Metzger Elementary School

Washington Square Regional Center Study: Verbatim Comments

Written comments from participants at open houses held at Washington Square Mall and Metzger Elementary School

Notice of March 8 Public Meeting

Press Release: March 8 Public Meeting

Washington Square Regional Center Study Open House Report.

Report on Tigard Water Building open house

Minority Report to the Washington Square Regional Center Task Force Concerning Proposed Upzoning of the Ash Creek Wetland & Floodplain Area, August 24, 1999

Washington Square Regional Center Study Final Public Event, Metzger Park Hall, September 15, 1999



CORRESPONDENCE

Petition submitted by Elisabeth R. Braam, September 29, 1998
Letter from Michael Neunzert, November 30, 1998
Memo from James Coleman, City Attorney's Office, December 9, 1998
Memo from Pat Whiting, February 17, 1999
Letter from Jim Grimes, Oregon Dept. of Fish & Wildlife, March 8, 1999
Letter from Mike Donovan, Metzger Park LID Advisory Board, March 13, 1999
Letter from Nancy Lou Tracy, March 22, 1999
Letter from Michael Neunzert, April 13, 1999
Letter from Dr. Gene Davis, April 14, 1999
Letter from Trudy Knowles, April 16, 1999
Letter from Robin Smith, May 5, 1999
Letter from Jill Tellez, May 6, 1999
Letter from David A. Abrams, May 13, 1999
Letter from Mike Houck, Audubon Society of Portland, May 19, 1999
Memo from Barbara Fryer, City of Beaverton, May 21, 1999
Letter from Ward Rader, Chair, CPO 4-M, May 28, 1999
Letter from Ann Beier, Oregon Department of Land Conservation and Development, June 2, 1999
Letter from Michael Neunzert, June 4, 1999
Petition from Pieter and Elisabeth Braam, Janna and Brandon Herbst and Charles Harper, June 13, 1999
Letter from Sue Marshall, Tualatin Riverkeepers, June 16, 1999
"The Danger of Building in Flood Plains," written by David Warren, Risk Management Consultant
Petition from Pat Whiting re Ash Creek Wetland and Floodplain re-zoning, May 19, 1999
Letter from Sheila Greenlaw-Fink, Community Partners for Affordable Housing, June 9, 1999
Letter from Trudy Knowles, June 21, 1999
Statement of Pat Whiting, June 23, 1999
Letter from Brian Wm. Lightcap, June 25, 1999
Letter from Gene Davis, July 5, 1999
Letter and petition from Stephen W. Perry, July 6, 1999
Letter from Trudy Knowles, July 13, 1999
Letter from Brian Wegener, Tualatin Riverkeepers, July 19, 1999
Letter from Jere Retzer, Crestwood Headwater Group, July 19, 1999
Letter from Trudy Knowles, July 27, 1999
Letter from Gene Davis, July 28, 1999
Letter from U.S. Department of the Interior Fish and Wildlife Service, July 28, 1999
Position Statement, Ash Creek Coalition, July 28, 1999
Letter from Pat Whiting, July 28, 1999 Letter from Trudy Knowles, August 14, 1999
Letter from Pat Whiting, August 22, 1999
Letter from U.S. Department of the Interior Fish & Wildlife service, August 23, 1999
Letter from Trudy Knowles, August 24, 1999, with Metro resolution on protection of environmentally sensitive lands



OTHER DOCUMENTS:

Ash Creek Wetland/Floodplain Map Reference Booklet of FEMA, Washington County, USA, Tigard Resource Maps, February 12, 1999

Unbuildable Lands Resolution, Metro, September 25, 1997

Washington County Ordinance 0.535 of the Raleigh Hills Town Center downzoning of a wetland area proposal

